

KEY TERMS

Crime prevention, budget allocation, police, crime, operational cost, crime level, police expenditure

ABBREVIATIONS AND ACRONYMS

ACPO	Australian Community Police Officers
ACT	Australian Capital Territory
AFP	Australian Federal Police
APA	Australian Police Authority
BoFED	Bureau of Finance and Economic Development
BSC	Balanced Score Card
BPR	Business Process Reengineering
CCTV	Closed Circuit Camera
CEO	Company Executive Organiser DSA
CMI	Chieftaincy of Military Intelligence
COPS	Community Oriented Policing Services
CSA	Central Statistical Agency
DNA	Deoxyribonucleic Acid
DSA	Decentralisation Support Activities
ETH Birr	Ethiopian Birr (currency)
EFPC	Ethiopian Federal Police Commission
FDRE	Federal Democratic Republic of Ethiopia
GDP	Gross Domestic Product
GoE	Government of Ethiopia
HAC	Home Affairs Committee
HMIC	Her Majesty's Inspectorate of Constabulary
ICURS	International Centre for Urban Research Studies
IPCC	International Police and Crime Commissioners
MEFF	Macroeconomic and Fiscal Framework
MTEF	Medium Term Expenditure Framework
MOPAC	Mayor's Office for Policing and Crime

MoFED	Ministry of Finance, Economic and Development
NPIA	National Policing Improvement Agency
PRCSI	Police-Reported Crime Severity Index
R & D	Research and Development
RPC	Regional Police Commission
TDP	Tigray District Police Offices
TRG	Tigray Regional Government
TNRS	Tigray National Regional State
TSO	The Stationery Office
TZP	Tigray Zonal Police
UK	United Kingdom
UNISA	University of South Africa
UPDF	Uganda Peoples' Defence Forces
UPF	Ugandan Police Fund
USA	United States of America
USSR	Union of Soviet Socialist Republics

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CHAPTER ONE: GENERAL ORIENTATION

1.1 INTRODUCTION

Peace and tranquillity are major requirements for economic growth and social stability. Policing involves the control and regulation of social conflict, and thus inevitably involves adversarial interactions with some members of the community at certain times and in certain places. By definition, the job of the police can never get total universal approval in any society. However, there are very significant disparities in both the nature of police organisations and in the nature of policing between totalitarian dictatorships and liberal democracies, between richer industrialised countries and poorer developing ones, and between integrated societies and relatively homogeneous and those which are deeply divided. Indeed, it is possible to argue that the behaviour of the police is a critical indicator - perhaps the definitive one of the essential character of a nation. According to Reiner (1993:1), the police carry out the executive power of the state and have discretion on the use of force to achieve what they are tasked to do.

While members of many disadvantaged and marginalised communities experience low levels of protection from the police, the paradox is that these communities often experience that they are being over-policed. This is because they tend to experience the adversarial police actions more than other communities (Hallsworth, 2006:293). The over-policing of disadvantaged and marginalised communities should be understood within the context of unemployment and crime in Tigray Regional State. Although urbanisation and industrialisation are expanding, the emerging industries are not able to absorb the large number of unemployed people. This results in a series of crimes that warrant aggressive policing that is well resourced. A series of investment in technology and human resources have been made in the last 15 years to improve the management of crime and enhance the sense of safety and security in Tigray Regional State. However, the relationship between expenditure and crime levels has not yet been assessed in Tigray Regional State. This study aims at assessing the effect of police expenditure on crime prevention in the context of Tigray Regional State, Northern Ethiopia.

1.2 BACKGROUND

The police as one of the principal law enforcement agencies are tasked with the maintenance of law and order in the society. According to Walker and Katz (2002:3), the police protect and serve the community through law enforcement. This role includes the enforcement of the laws or regulations made by the government, which according to Bayley and Weisburd (2007:9) and Samaha (1991:90), includes a wide range of activities that span from creating the feeling of safety in communities to arresting criminals and testifying in court. It is important to acknowledge that these roles and responsibilities are generally similar to the police all over the world. According to Walker and Katz (2002:9), these different roles and responsibilities are executed mainly in the following five operation areas that are:

- Crime prevention mainly consists of the patrol division that provides basic police services through a variety of activities in response to citizens' needs;
- Crime investigation, which includes detectives that are organised into specialised units;
- Traffic control that is engaged in traffic law enforcement and accident;
- Special police units which are highly trained and well-equipped units that handle special problems like bomb cases and others; and
- Non-criminal Services like locating missing persons, lost children and crowd control or ambulance calls.

According to the Ethiopian Federal Police Commission (2011), as highlighted in Proclamation No 720, the Ethiopian Federal Police are accountable for following major tasks:

- Prevent and investigate any threat and acts of crime against the Constitution and the constitutional order, security of the government and the state and human rights;
- Work in collaboration with the Ministry of Justice and other relevant organs concerning crime investigation;
- Execute orders and decisions given by the courts;
- Without prejudice to the powers and duties conferred on other federal government organs by other laws, prevent and investigate crimes falling under the jurisdiction of federal courts;
- Without prejudice to the provisions of sub-article (4) of this Article:
 - Prevent and investigate crimes relating to counterfeiting currencies and payment instruments;
 - Investigate crimes relating to the information network and the computer system;

- Prevent and investigate crimes relating to human trafficking, abduction, trafficking in narcotic and psychotropic substances, hijacking of an aircraft or ship, organised robbery, terrorism and violence;
- Delegate, where necessary, regional police commissions to prevent and investigate crimes falling under the jurisdiction of federal courts and receive reports on the execution of the delegated power;
- Issue national standards on police recruitment and employment, education and training, ranks, wearing a uniform, equipment and other related matters;
- Establish police training centres, facilitate domestic and foreign continuing education and training for police officers;
- Safeguard institutions of the federal government provide security protection to higher officials of the federal government and dignitaries and diplomats of foreign countries;
- Install closed circuit television cameras (CCTV cameras) at appropriate places to facilitate the prevention and investigation of crime;
- Discharge the responsibilities stipulated under Article 18 of Proclamation No. 587/2008 concerning the prevention of criminal offences relating to the violation of customs and tax laws;
- Investigate crimes committed in foreign countries against the interests of the country based on mutual agreements entered into between the states;
- Maintain peace and security in the case of emergency situations due to the occurrence of nature, oaf-made disasters, and work in collaboration with the concerned government organs, charities and associations in assisting victims;
- Centrally organise and keep criminal records of individuals, and issue certificates to individuals with no criminal record;
- Conduct a forensic investigation and submit its findings and provide expert witness in court or the requesting organ;
- Dispose of, in co-operation with the National Archives and Documentation Agency, investigation files, fingerprints and other related documents that have lost their evidentiary values;
- Where there is sufficient ground to suspect the likely commission of terrorist activity and where it is believed that surprise search is necessary to prevent such acts, stop and search vehicles and pedestrians found in the suspected area, arrest suspects and seize materials and carry out the investigation;

- Require any person to furnish information or evidence believed to be necessary for preventing and conducting an investigation of crimes related to a terrorist act that endangers the national security;
- Conduct and implement studies that may contribute to the proper accomplishment of its mission and for improving the professional competence and services of the Police;
- Maintain law and order in regions based on intervention orders given by the federal government;
- Collect, analyse and disseminate to the concerned organs countrywide information on causes of crimes and traffic accidents;
- Organise sports facilities and centres that could serve police officers;
- Issue permits for the possession, use, import, sale and repair of weapons and explosives and control their movement;
- Destroy any weapon or explosive which should be eliminated;
- Issue certificates of competence to private institutions wishing to engage in providing security service;
- Issue certificates of competence to persons wishing to engage in providing forensic investigation service;
- Collaborate with the security organisations in conducting studies, providing training and sharing information;
- Study and submit to the government salary scales and allowances applicable to police officers and implement same upon approval;
- Cause the construction of offices and resident camps to be used by its units and police officers;
- Work in collaboration with the concerned organisations to ensure that the plans of buildings to be constructed in cities having significance in crime and disaster prevention are convenient for such prevention;
- Prepare a peacekeeping police force which can properly accomplish international peacekeeping call of the country;
- Provide training to police officers to drive motor vehicles and issue driving licenses to them upon obtaining an accreditation certificate from the Transport Authority in accordance with Proclamation No. 600/2008;
- Ensure that traffic rules are observed on roads administered by the Ethiopian Roads Authority and investigate traffic accidents;

- Establish relations with the relevant foreign state police institutions and governmental and non-governmental organisations with regard to police affairs;
- Establish relationships and exchange information with international police; disseminate information about criminals wanted at the international level to regional police commissions and pursue and arrest same;
- Exercise the powers and duties given to the Federal Police by the provisions of other laws, and
- Enter into contracts, own property, sue and be sued in its own name.

The police as part of the system of social control generally regulate society in accordance with the desired principles and values (Samaha, 1991:94). In a democratic society, the police are supposed to guarantee constitutional rights of people and to achieve this. They are given the authority to use force. Although the use of force is necessary because police deal with serious and violent crimes, such as terrorism, drug trafficking, plane hijacking and many others, it is important that such use is properly regulated and continually checked to safeguard the interest of the general public.

Under the law enforcement function, the police perform four tasks of crime prevention, criminal investigation, criminal apprehension and aiding in criminal prosecution (Walker & Katz, 2002:43). The order maintenance function of the police is complex and even vague because it is the response that the police provide to a variety of situations in which an individual, an organisation or the community expects to accomplish something (Bayley & Weisburd, 2007:9). This function requires the high discretionary judgment of the police. The third function is related to providing emergency and information services to assist people in need. Examples of this are searching for lost children, providing help for the intoxicated, mentally ill persons. However, for many justified and unjustified reasons, the police are seen as a force working to control crime while the two other functions are not taken seriously as its responsibilities. This is even true for many members of the police themselves in that some patrol officers also consider criminal law enforcement as their primary responsibility and consider crime prevention tasks as secondary assignments (Samaha, 1991:150).

The staff function is the area in which preparation for the delivery of police service is made while the actual delivery of police service is made by operational police officers. Organising crime statistics, radio communication, budgetary control, transportation, jail administration,

crime detection, forensic laboratory and public relations are all viewed as support operations while beat patrol, criminal investigation, crime prevention and traffic control and regulation are operational activities (Roberg & Kuykendall, 1997:392). For the police operations to be effective and efficient, there should be high synergy in these activities (Samaha, 1991:70). According to Roberg and Kuykendall (1997:414), for police organisations to succeed, they need to be more flexible and adaptable because they function in a turbulent environment and they are more and more attracting educated members. The above suggestion shows that police organisation must be transformed if it is to perform its functions properly in line with the changes taking place in the social and economic conditions of the society and the new concepts of human rights, state power and organisational developments.

Tigray Regional State is geographically located in the northern part of Ethiopia bordering with Eritrea in the North, Sudan in the West, Amhara State in the South and Afar State in the East. It has an estimated area of 80,000 km² and a total population of over 4.48 million (Central Statistical Agency of Ethiopia, 2011:12). Agriculture is the main source of livelihood for the majority of the people, and it contributes 64.5 per cent of the Gross domestic product (GDP) of the Tigray Regional State (Bureau of Planning and Economic Development, 2010:23). However, the state has a structural food deficit, resulting in 60 per cent of the families being able to produce the amount of food that last them for only six months in a year (Bureau of Planning and Economic Development, 2010:29). Industrialisation is still in its infancy stage. Only a few small and large-scale industries are operational in the region. With the expansion of electricity, telecommunication and road infrastructure, investment is expected to expand. Access to education and health coverage has improved dramatically in the last ten years, although improving the quality of education and health services remains a challenge (Bureau of Planning and Economic Development, 2010:29).

Coupled with the ever-increasing population, the Tigray Regional State is faced with serious socio-economic problems, more importantly, with increasing urbanised population, especially among the youth. Unemployment rates, crime and the number of people living on the street have progressively increased in towns. According to a report by the Tigray Police Commission (2011:33), 43 types of crimes have been documented from all over 52 districts of the Tigray National Regional State in the last ten years. These crimes vary in nature and modus operandi. The Tigray Regional State Police have made a series of efforts to reduce the magnitude and the degree of crimes in the region. This has been done by equipping the police with

technology, building the capacity of the police and creating awareness among communities to co-operate with the police to avoid crime to minimise the prevalence through a collation effort made between police and the community.

1.3 RATIONALE OF THE RESEARCH (PROBLEM STATEMENT)

Crime and development have strong linkages that deserve due attention. Internal instability and high crime rates are detrimental and create hurdles in the path of economic growth and development. Most nations facing such problems are incurring huge public expenditure to build internal security and maintain peace (United Nations Office on Drugs and Crime, 2007:18). To this effect, the police service is the main responsibility to forge the area safe from criminal acts to contribute to the community's economic development. Ethiopia is a country of diverse culture, nations, and nationalities, geographic and topographic setups, which have their own contributions to the manifestation of different crimes. For example, when viewing the overall national crime statistics documented for the four years' period (2005/06 – 2014/15), there is a realisation that some categories of crime and crime trend are increasing while others are decreasing. Currently, the crime trend is fluctuating according to the (Central Statistical Agency of Ethiopia, 2012:12). The reason for the fluctuation of the trend of crime in the region mainly arises from two points of perspectives. In places where there is a strong partnership between police and the community, the crime rate is relatively decreased, but it was fortunate to see increased crime rate in places where there is a loose relationship between police and the community.

Improving police services requires understanding the relationship between the volume of expenditures on police and policing activities and their apparent effects. The presence of a larger police force discourages certain types of crime. However, many social and psychological factors may even play a more important role, such as higher trust in one's fellow citizens, more cohesive social relationship, and partnership irrespective of the social status; they have (Lim, Harris & Kuchar, 2005:3). On the other hand, any surge in crime rate calls for higher expenditure on the police (Sinclair & Taylor, 2008:11). Hence, for improving police services, it is important to study the nature of the major crimes recorded in Tigray and the expenditure made on them by the police. Knowing the expenditures and the results obtained would help to make a comparison to see the results obtained by reducing crime worth to

expenditures drawn to police annually. It further helps to pay due attention to design the device that improves the police efficiency to suppress crime in a community effectively. Studying the influence of police expenditures on the suppression of crime and its implications for maintaining peace is a difficult task (Sinclair & Taylor, 2008:6). Such studies pinpoint the type of police operations that are highly funded and determine the effectiveness of these operations in reducing crime. Therefore, this study examined the variations in the nature and volume of total public expenditures allotted to different police department, such as crime prevention, crime investigation and capacity building (training) by Tigray police in the last decade (2001 to 2011) to attempt to determine the relational of this expenditure on suppressing crime levels and to create a safe environment.

The police funding formula in all Ethiopian regional states is guided by a legal framework, which the federal government has issued and channelled, to the regional states. Ethiopia has a well- established legal framework governing its budget system that originates from the 1995 National Constitution of Ethiopia (*hereafter referred to as the Constitution*) (Ethiopia, 1995:53). The stated Constitution clearly defines the structures and the division of powers and responsibilities among the state organs and state members. According to Article 55(10) of the Constitution, the House of People's representative approved general economic, social and development policies and strategies, and fiscal and monetary policy (Ethiopia, 1995:22). The House approved the appointments of the Auditor General and other officials whose appointments require approval (Article 55(13)). Furthermore, the House has the authority to levy taxes and duties on revenue sources and ratify the federal budget.

Efforts are regularly made to open parliamentary debates to the public through inviting civil society organisations and media to take part in parliamentary discussions especially when new legislations are being drafted. There is also literature that describes the role of the parliament in general as being restricted to 'approving the budget drafted by the Ministry of Finance and Economic Development and the Council of Ministers (Elizabeth, 2008:6). Once the states have their budget share from the federal government, state executive committee decides on budget allocation based on budget demand that comes from the different state sectors including the police. For example, the Tigray Regional State Police Commission presents its budget request to the executive committee of the Tigray Regional State, and then the committee together with the Bureau of Economic and Finance (if necessary revises the budget request) submit its need to the approval of the last decision-making body of the state council.

Like many other countries, the Ethiopian Federal Police Commission in general and the Tigray Regional State Police Commission in particular, have passed through a number of consecutive operations and reforms in an attempt to deal with crime levels. In general, Ethiopia's civil service transformation agenda has evolved over three phases, namely the 1992 to 1995 period; the period from 1996 to 2000, and the period from 2001 onwards. The reforms were made to deal with poverty alleviation and promote good governance (Ministry of Capacity Building, 2004:47). The first phase of the reform was politically initiated in the early days of the Ethiopian Peoples' Revolutionary Democratic Front's rule – from 1992 to 1995 – and was aimed at tackling an entrenched but 'articulate section of the national elite' that remained from the previous Dergue regime in an attempt to create a stable Ethiopia (Clapham, 1995:31).

In recognition of improving the police service, like in the case of other sectors, the government embarked on a comprehensive civil service reform program in 1996, which was the second phase of the reform (Ministry of Civil Service, 2012:2). The second reform phase was indicative of Ethiopia's "first generation" capacity building endeavours. The civil service reform program sought to build some effective, efficient, fair, transparent, and ethical police primarily by developing enabling legislation, reorganising operating systems, and training staff in the five key areas of: expenditure control and management; human resource management; service delivery; top management systems; and ethics. Training at the Federal Police Commission level in budgeting, planning, and accounting was aimed at providing prototypes for regional authorities (Clapham, 1995:31).

The civil service reform program was also influenced by the evolving international New Public Management trend and reforms in New Zealand in particular (Peterson, 2001:12). Even though the Ethiopian-Eritrean border conflict of 1998-2000 retarded the progress of the Civil Service Reform Program, there were some recorded achievements. Among these achievements were the development of the new legislation such as the Financial Management Proclamation; a Civil Service Law; the Code of Ethics; Complaints-handling Procedures; a Service Delivery Policy; as well as community policing programs and systems. Furthermore, budgeting, procurement, and some aspects of the police personnel management such as salary scales and records management were areas where the service level is improved as perceived by the primary service users. These endeavours contributed to a better police-community relationship in preventing crimes and minimising the overdue process of crime investigation at the hand of police for further detection.

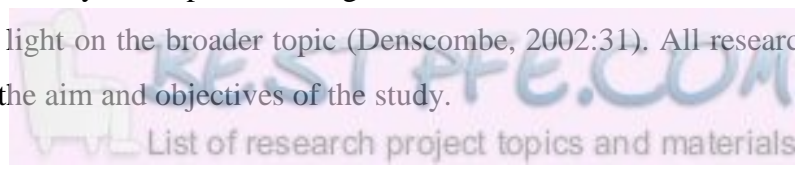
Studies carried out to examine the expenditure made by the state, and the extent of what the outcomes obtained are worth to the expenditures are scant to the best of the researcher knowledge. It is hence timely to conduct a comprehensive study to present empirical evidence showing the gap, and indicate the method to come up at the end. This study has been carried out in only one of the Regional States of Ethiopia, namely Tigray (Tigray Regional State, 2000:2).

1.4 AIM OF THE RESEARCH

As explained by Denscombe (2002:11), the principal aim of the research is to merge the power of rational thought and systematic investigation to produce new knowledge. According to De Vos, Strydom, Fouché and Delpont, (2011:91), the aim of research refers to what the researcher plans to do. Furthermore, the aims of research constitute the understanding of the properties, their relationships and the confirmation of findings from other studies or researchers. This study focuses on the relationship between police expenditure and crime in the Tigray Regional State. As it has been stated in the Constitution, the function of the police is to prevent and investigate any threat and acts of crime against the Constitution and the constitutional order, security of the government and the state and human rights (Ethiopia, 1995:15).

1.5 RESEARCH QUESTIONS

Research questions state the basic ideas found in research objectives (Ahuja, 2001:114). Concerning the purpose of research questions, Ahuja (2001:117) stated that it is relevant to determine what is to be examined or researched and the level to which it has been studied. One of the most important and initial steps in any scientific research is to work out or formulate the research question which is then gradually refined until it becomes specific enough to provide the researcher with a clear direction for the procedures to follow on how to answer it. Developing the initial question is critical because it determines much of how the research should be conducted (Graziano & Raulin, 2004:60). According to De Vos, Strydom, Fouché, and Delpont (2005:327-328), a research question has been described as the formulation of vague thoughts about a subject into a specific question. Research questions specify what is to be investigated exactly. They are specific things that are to be observed, measured, and interrogated to shed light on the broader topic (Denscombe, 2002:31). All research questions should be related to the aim and objectives of the study.



The following basic research questions, therefore, guide this study:

- How are police budgets allocated for crime prevention in the Tigray Regional State, Ethiopia?
- How are police budgets allocated for crime prevention in a selection of international countries?
- What crime prevention strategies are employed in the State of Tigray?
- What can be done to make police budgeting more effective in reducing crime?
- To what extent is there a relationship between police expenditure and crime prevention in the State of Tigray?

1.6 RESEARCH OBJECTIVES

Research objectives refer to the specific issues the researcher proposes to examine (De Vos et al., 2011:108). According to the same authors, a research goal is a central thrust towards the study. Furthermore, (De Vos et al., 2011:94) defined objectives as the practical steps taken to achieve the aim of the research. The objectives of this study are the following:

- To determine how police budgets are allocated to prevent crime in Ethiopia and the World as a whole.
- To understand how the budgets are allocated for use by the different service departments in crime prevention activities.
- To explore the strategies employed in the State of Tigray to prevent crime.
- To explore to what extent a relationship exists between police expenditure and crime prevention in the State of Tigray.
- To what extent did police expenditure have a relation to crime levels in the state of Tigray.
- To identify the strategies that could be employed in the state of Tigray to increase the relational of police expenditure.

1.7 PURPOSE OF THE RESEARCH

As it is explained by Hussey and Hussey (1997:3), the purpose of a research can be: (i) To review and synthesise existing knowledge, (ii) To investigate some existing situations or problems, (iii) To provide solutions to problems, (iv) To explore and analyse more general

issues, (v) To construct or create new procedures. The focus of research is indicated by explanations or statements of purpose and stipulation of criteria, which are helpful to evaluate the outcomes of research, which means that purpose, is a rationale to conduct research (Denscombe, 2002:25).

Hence the purpose of this study is:

- To explain how police budgets are allocated for crime prevention in the Tigray Regional State, Ethiopia.
- To explain how police budgets are allocated for crime prevention in a selection of international countries.
- To describe what crime prevention strategies are employed in the State of Tigray.
- To describe to what extent a relationship exists between police expenditure and crime prevention in the State of Tigray.

1.8 KEY CONCEPTS

The purpose of defining key concepts is to assist readers in understanding the exact meaning of terminologies used in the study, especially if the reader is not someone who is familiar with the specific area of study (Creswell, 2003:143). In addition, Leedy and Ormrod (2005:119) emphasised the importance of defining key theoretical concepts, which are helpful to prevent confusion or misunderstanding on the part of readers or other researchers that may arise in the future. For the study, the following concepts are made clear to avoid confusions on the part of the readers:

1.8.1 Budget

In the police institutes, there are a number of working procedures in place to lead the institutional policies into effect and the strategic aims of fostering the area free of crime and disorder effective. The major components profoundly important to police includes the commitment of allotting sufficient finance based on the report police is outlined in the course of the budget requisition. Budgeting, for example, is one way in which an organisation uses the allocation of money to control its subsystems. As noted by Cordner (2014:5), a management concern over which police executives have less justification and opportunity for control is

budgeting. Budget in this study primarily refers to that it is money coming from the government stocks to the police institute to effectively discharge its main responsibilities of preventing crime and investigating when it happens. The budget expenditure police receive from the regional state often comes from taxes collected from the people in due course of revenue collection.

1.8.2 Crime

Defining crime is challenging because crime could be defined differently by different countries. Some crimes defined within the context of specific countries, which makes the definition to embody the prevailing political and economic factors (Webber, 2004:52). As of the criminal code of the Federal Democratic Republic of Ethiopia (GOE, 2004: 14-15), crime is an act which is prohibited and made punishable by law. In the contribution by Milovanovic and Stuart (2001:1), crime is defined as an intentional act or permission in violation of criminal law committed without defence or justification. As noted by Milovanovic and Stuart (2001:1) definition of crime has been unbundled in the following five factors:

- For someone to commit a crime there should be an action or omission, which implies that there should be the manifestation of one's thought into action because a person cannot be punished for his/her thoughts;
- The action that the person did should be voluntary, to ensure that people are not punished for something that they do not have control over. A classic action could be somnambulists;
- Thirdly, the said action should be intentional, irrespective of whether the intent is specific or general;
- Fourthly, the action should constitute the violation of the criminal law (as different from a civil and administrative or a non-criminal law). This justifies the state to prosecute a person who violated the penal code, and
- Lastly, the act should be committed without justification, such as self-defence.

1.8.3 Crime levels

Ethiopia's law defined crime as 'an act which is prohibited and made punishable by law' (GOE, 2004:14). Similarly, Milovanovic and Stuart (2001:1), defined crime broadly as a violation of

conduct of the normative groups. In this study, the crime level refers to the amount of breach of rules or laws taking persons into the police investigation and also the prosecution due to trial in court.

1.8.4 Crime prevention

The measures usually constitute all activities that deter or prevent or reduce the incidence of specific crimes, which boils down to any action designed to reduce the actual level of crime and/or the perceived fear of it (Crawford & Evans, 2016:6). Crime prevention is operationalised in this study to enhance common understanding among the readers towards the strategies focusing on mitigating the crime levels in various neighbourhoods.

1.8.5 Expenditure

Expenditure composes capital expenditure that is, an amount spent to acquire or upgrade productive assets (such as buildings, machinery and equipment, vehicles) to increase the capacity or efficiency of the police in the region (Lin, 2009:73). Expenditure in this study has been used to form clarity as it is an amount of money spent on operating and investment activities; capital for all police investment in equipment, manpower and utilities. It is, therefore, more logical to flameout budgeting in terms of crime profile such as the type of crime considered vis-à-vis the area, personnel involved, time frame, offices, and vehicles etc.

1.8.6 Relational

Based on the Concise Oxford Dictionary (2013:910), relational refers to a marked effect or influence. Accordingly, the study used relational to show the level of influence that the police expenditure or budget has posed on a crime level in Tigray Regional State.

1.8.7 Investigation

Investigation in a police practice mainly looks at searching the truth to accuse the criminal liable of his unlawful deeds. In the work of Van Rooyen (2007:5) “investigation” is the medium through which facts that are necessary for a successful criminal prosecution discovered,

identified, gathered, and prepared as evidence in legal proceedings. The investigation definition is preconceived in this study as preeminent in terms of following the procedures of collecting evidence to find the truth and present an outstanding docket to file in a court.

1.8.8 Police

As noted by Reiner's (2010:44) contribution, society expects the police to settle most problems they cannot solve themselves, and they expect the police to solve the problems. Accordingly, societies demand the police to accomplish the following three categories of police service: (i) criminal law enforcement, (ii) maintaining public order, and (iii) providing emergency and professional service (Reiner 2010:44). Based on the definition by Reiner, the term police in this study has repeatedly been used to show the tasks it had been mainly conceived to enforcing the criminal law, maintain public order and provide emergency services for people in need.

1.9 DELIMITATION OF THE STUDY

The research is delimited based on the characteristics that limit the scope of the inquiry. The demarcation is based on the scientific principles and determined by the conscious exclusionary or inclusionary decisions that are made throughout the development of the project proposal (Rugg & Petre, 2007:204). This study is delimited only to see the budget and its relation to the crime prevention strategies in Tigray Regional State. The study is seemingly scoped to see the international experiences of budget allocation to crime prevention in countries such as the USA, Kenya and UK. It is a state where much effort has been made in relation to democratising the police system, and successive police service reforms have been accomplished, and hence it is the ideal location within which to investigate the relationship between police expenditure and crime.

1.10 RESEARCH METHODOLOGY

The research methodology is a systematic way used to solve a defined problem. It is the science of studying how research is to be conducted using logically framed procedures by which researchers go about their work of describing, explaining and predicting phenomena. It is also described as the study of methods by which knowledge is gained and aimed to give the work

plan of research (Rajasekar & Philominathan, 2008:5).

According to Kothari (2004:8),

The Research methodology is a way to systematically solve the research problem. It may be understood as a science of studying how research is done scientifically. In it, we study the various steps that are generally adopted by a researcher in studying his research problem along with the logic behind them. It is necessary for the researcher to know not only the research methods/techniques but also the methodology. Thus, when we talk about research methodology we do not only talk of the research methods, but also consider the logic behind the methods we use in the context of our research study and explain why we are using a particular method or technique and why we are not using others so that research results are capable of being evaluated either by the researcher himself or by others.

1.10.1 Research approach and design

There are three research approaches, qualitative, quantitative and mixed approaches (De Vos et al., 2011:433). According to Leedy and Ormrod (2005:94-97), the qualitative research approach is employed to answer questions about the complex nature of existing phenomena, having the purpose of describing and understanding it from the view of points of the participants or target groups. Qualitative research methods produce social explanations of intellectual puzzles in the society. It is expected that those social explanations can be helpful to produce generalisations (Mason, 1996:6). According to Berg (2004:2), qualitative researchers are effective in terms of producing deep reports and intensive understanding of the chosen research topic. As explained by Durrheim (1999:43), qualitative research is both holistic and naturalistic and is therefore usually applied to inductively explore a situation or phenomena and provide ‘thick’ descriptions.

Qualitative research is interpretative research (Creswell 2013a:187); where the researcher is typically involved in a sustained and intensive experience with participants. This introduces a range of strategic, ethical, and personal issues in the qualitative research process (Creswell, 2013b:187). Qualitative inquiry employs different philosophical assumptions; strategies of inquiry; and methods of data collection, analysis and interpretation (Creswell, 2009:173). A qualitative approach emphasises the qualities of entities, processes and meanings that are not

experimentally examined or measured in terms of quantity, amount, intensity or frequency (Denzin & Lincoln, 2000:8).

Various research methods and techniques are available for interpretive studies; they draw from phenomenology, hermeneutics, feminism, interpretive and constructivists and may take the form of ethnographies, interviews, psychoanalysis, cultural studies, participant observation, grounded theory, to name a few. The researcher has selected the constructivists' paradigm to understand the meaning that the informants provide to the study undertaken. Implying adequate room for informants to encourage free expressions of opinions and meanings was found preeminent to solicit informants' in-depth opinion on police expenditure and its relation to lowering down crime level in Tigray Regional State. Interpretive social scientists believe that social reality is socially constructed and that the goal of social scientists is to understand what meanings people give to reality, not to determine how reality works apart from these interpretations.

According to Leedy and Ormrod (2005:94), the researcher seeks an in-depth understanding of the experiences of the participant and rejects the philosophy of positivists preaching the belief that there is a concrete, objective reality that scientific method helps us understand (Lynch & Bogen, 1997:7); instead, interpretive believe that people construct an image of reality based on their preferences and prejudices and their interactions with others and that this is as true of scientists as it is of everyone else in the social world. The study is however much inclined to examine the cases related to "The relationship between police expenditure and crime levels in the Tigray Regional State".

The researcher used a qualitative approach because it enables the use of in-depth interviews and the extensive examination of qualitative documents about police expenditure and crime prevention activities. As the probability exists that contextual effects may occur, the researcher expected to enhance the validity of data interpretations by drawing from the experiences of those most involved in the research design itself (Schneider, Ervin & Snyder-Joy, 2001:369). It is believed that the qualitative research approach helped the researcher achieve the aim of the study; with the aim of determining the amount of expenditure made on police services and investigates its relationship with crime levels. According to Leedy and Ormrod (2001:100), research design is a framework or a detailed blueprint to guide a research project towards its objectives.

Similarly, Page and Meyer (2005:84) and Sachdeva (2009:15), are of the view that the research design should be in line with a proposed research idea, problem and purpose. Once the research problem is defined, the researcher must design the research process, which involves the stating of the conceptual structure within which research will be, conducted (Kothari, 2004:14). The study has fully relied upon the following important components: means of obtaining information, availability and skills of the researcher, explanation of the way in which selected means of obtaining information have been organised and the reason leading to the selection, the time available and the finance to conduct the research (Kothari, 2004:14). Furthermore, the research questions have been answered after the collection of sufficient information from the key-informants/participated with semi-structured face-to-face interviews, which has then been followed by data analysis, interpretation and generalisation of research findings (Finn, Elliot-White & Walton, 2000:7).

There are two kinds of reasoning in research design, namely inductive and deductive research designs (Schutt, 2009:8). In inductive reasoning to research, a researcher begins by collecting data that are relevant to his or her topic of interest. Once a substantial amount of data has been collected, the researcher will then take a breather from data collection, stepping back to get a bird's eye view of his or her data, whereas researchers are taking deductive reasoning to research and take the steps described earlier for inductive research and reversed their order. They start with a social theory that they find compelling and then test its implications with data. That is, they move from a more general level to a more specific one. A deductive approach to research is the one that people typically associate with the scientific investigation (Elo & Kyngäs, 2008:107-115).

Taking the above arguments in mind, the design of this study is an inductive one with the sense that the researcher collected the data by using interview schedule from key-informants (face-to-face interviews by the researcher and an interview administered by field workers), selected purposely (Gioia, Patvardhan, Hamilton, & Corley, 2013:123-193). Data obtained from the informants helped the researcher to deepen his conception of the relational of expenditures allotted to various activities to scale up the police efficiency through funding adequate resources. After describing the challenges and opportunities in relation to the allocation and utilisation of budget for police service operations and examining crime levels in Tigray Regional State, the study would end with a broader knowledge and implication of the police budget on crime levels (Gioia, Patvardhan, Hamilton, & Corley, 2013:123-193).

1.11 POPULATION

According to Welman and Kruger (2001:18), ‘population’ constitutes the whole collection of units from which a researcher wishes to provide conclusions whereas a ‘target population’ is a population a researcher ideally would like to generalise the results he/she generated in research. In this research, the populations of the study are state zone administrator heads, security and administration heads, zone police heads in the seven zones of the Tigray Regional State and all Tigray Regional State district administrator heads, district security and administration heads, all district police heads that comprises of 52 districts of the Tigray regional state.

1.11.1 Sampling for qualitative research

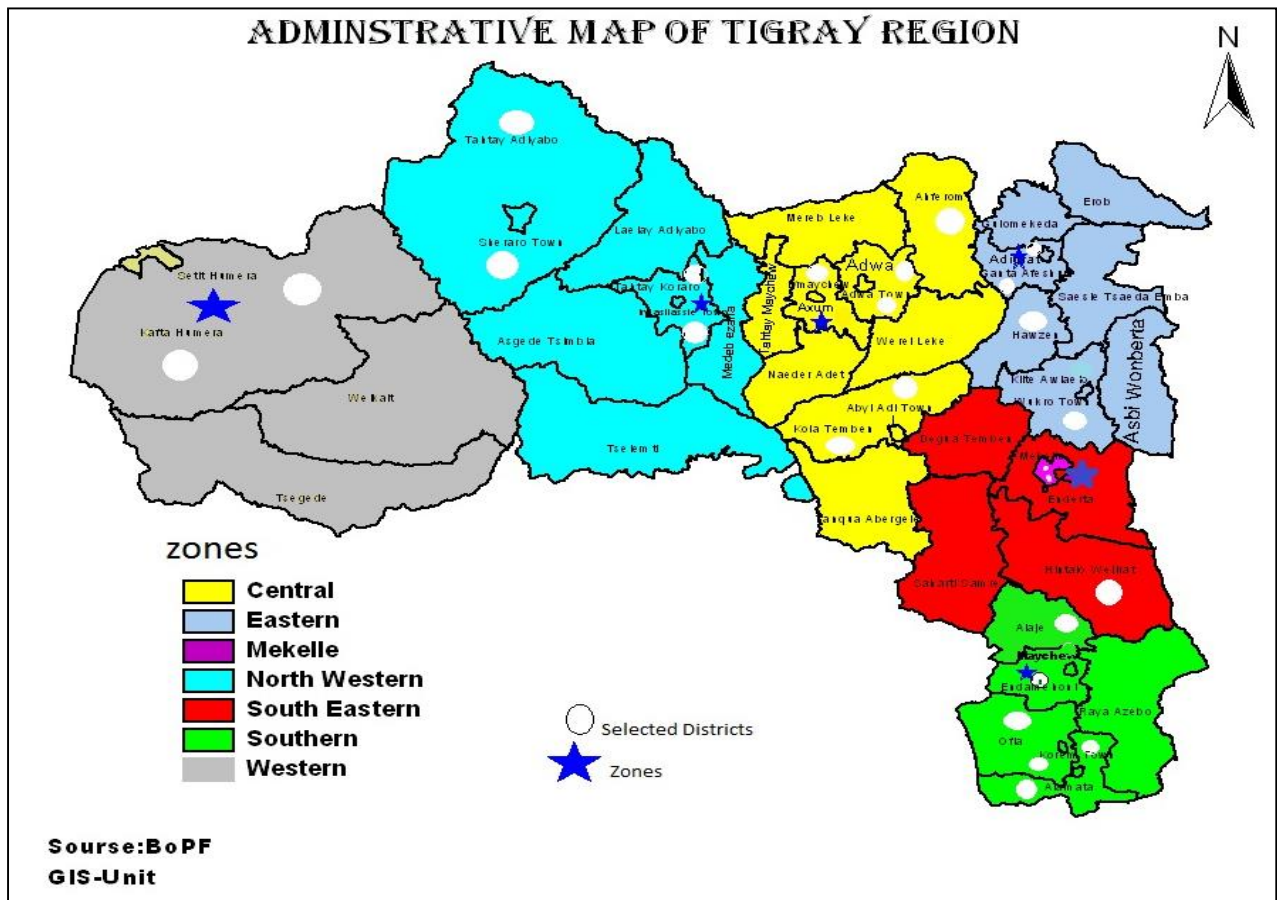
Sampling and selection are procedures and principles used to identify, select and gain access to required units which are related to the relevant universe or wider population and be applied for the collection of data by any method (Mason, 1996:83). Research objectives and questions usually determine the sampling frame as to what or whom to sample, leading to two broad sampling techniques, i.e., probability and non-probability sampling (Kothari, 2004:15). Probability sampling involves selection of participants from the pool of potential participants with equal likelihood of participants being chosen. Non-probability sampling is a sampling method where the samples are collected in a process that does not give all the individuals in the population an equal chance of being chosen. In this research, purposive sampling was used as the sampling method; this is a non-probability sampling method. For instance, we might choose who have decided are “typical” of a group or those who represent a diverse perspective on an issue. It may be very appropriate for a certain research problem; however, the researcher should always provide a rationale explaining why the particular sample of participants was selected (Leedy & Ormrod, 2010:212-213). This method also ensures the robustness of the information generated.

The various groups of participants in this study (samples A and B) were purposively selected by the researcher because they are all administration officials and/or police officers who are involved in the decision-making and operational processes of police expenditure budgeting, handling and controlling crime in the seven zones and 52 districts of the Tigray Regional State.

1.11.2 Choice of the Tigray region

In the first stage, Tigray region was identified as the focus for this study since the researcher resides in Tigray, which will ease the process of gathering information, and it is an advantage in terms of follow up and data manageability. Moreover, the researcher is a speaker of the local language of the Tigray Regional State, i.e., Tigrigna, which is a working language in state bureaus in Tigray Regional State. In addition to that, the study site is one of the autonomous regions constituted by the Constitution and owed the justice institutes including the police. It is hence the state police is constituted based on the constitutional framework of the Tigray Regional State Constitution No. 45/1994 E.C article 49/3/I as proclaimed as a proclamation of Tigray Regional State Police Commission proclamation no. 221 (Tigray Regional State Police Commission proclamation, 2012:4). The Tigray Police Commission is mandated to implement the law, to prevent all crimes and investigate when a crime is perpetrated. To affect its mandate, the regional government allot budget annually, and the administration of the budget is rightly under the authority of the police. The Tigray Regional State is located in the northern part of Ethiopia. The region consists of 7 zones and 52 administrative districts (Figure 1.1 and Table 1.1 below).

Figure 1.1 The Tigray Regional State map



(BoFED 2004:16)

Table 1.1 Tigray Regional State zones and number of districts within zones

No.	Tigray Regional State Zones	Number of districts per zones
1	Western	4
2	North-western	8
3	Central	12
4	Eastern	9
5	Mekelle	7
6	South Eastern	4
7	Southern	8
Total		52

As stated in Table 1.1, the Tigray Regional State consists of seven zones and fifty-two districts. Various public institutes structurally lead the zones, and heads of administration, police and security play the leading role in bringing peace and security to their respective zones.

1.11.3 Selection of zone participants: Sample A

Thus, the researcher purposively selected three participants from each zone considering their status and responsibility as leaders in the zone, their very specific work-related know-how and experience on the subject of budgeting and security of their zone as a selection criterion. Selected participants have therefore been drawn from the head of the zone administration, security and police. Thus, three per zone tallies to 21 participants since there are seven zones. This is sample A.

1.11.4 Selection of Districts

Within the seven zones, there are a total of fifty-two districts. It was not practically possible to research all 52 districts; therefore, the researcher purposively selected 25 districts. As indicated in Table 1.2, note that approximately half of the number per district was selected. Thus, the Western Zone has four districts; using the criteria explained below, the researcher purposively selected two districts. In addition, the Central Zone has 12 districts; using the same approach, the researcher purposively selected six districts.

The criteria, used for the selection of the participating districts (column 4), was a combination of two important elements. The first being that these districts had either the highest crime rate or very close to the highest crime rate of that specific district, in addition to this was the budgets for these districts were also among the highest in their specific districts. Similar to the explanation above, in the Western Zone, there are four districts, and the two districts with the highest crime rate, or close to the highest crime rate and budget, the allocation was selected. The same process was followed for the remaining six districts. Table 1.2 depicts the number of sampled districts included in the study. While discussing the findings of the study, depending on the points of discussion and arguments to be made, whenever necessary, the feedbacks collected from the districts will be clustered or discussed individually.

Table 1.2 Selection of the sample of districts from each zone

Zones in Tigray Regional State	Number of participants selected from zones (one from each Zone)	Number of districts	Sample districts selected
Western	3	4	2
North-west	3	8	4
Central	3	12	6
Eastern	3	9	4
Mekelle	3	7	3
South East	3	4	2
Southern	3	8	4
Total	21	52	25

In conclusion, Sample A (Column 2 in table 1.2) consists of 21 participants. The next step was to sample the individual research participants in each of the selected districts for participation in this study. This is explained below.

1.11.5 Selection of participants from the districts: Sample B

Within each of the districts, there are office bearers/managers who are responsible for safety, security and policing within that district. Similar to the zone heads (section 1.12.2), each district has three specifically appointed heads that are collectively responsible for budgetary matters in relation to crime, policing and security within that specific district. Three participants from each district were purposively selected. These participants are the district heads of administration, security and police. Thus, the selection of 3 participants from the 25 selected districts. This means that the participants from the districts are 75 in total. This is Sample B. The criteria used for the selection of the respective heads was that their duties and responsibilities were directly related to the preparation and implementation of budgets allocated to crime prevention, crime investigation, traffic control, community policing and crime intelligence.

Table 1.3 Number and category of participants by their District

Zones in Tigray Regional State	Number of participants selected from the zones (One from each organisation)	Number of districts	Sample districts selected	Number of participants selected from districts (3 of each)
Western	3	4	2	6
North-western	3	8	4	12
Central	3	12	6	18
Eastern	3	9	4	12
Mekelle city	3	7	3	9
South Eastern	3	4	2	6
Southern zone	3	8	4	12
Total	21	52	25	75

In conclusion, Sample B (Column 5 in table 1.3) consists of 75 participants.

1.12 DATA COLLECTION

Data collection is a process of obtaining information to keep on record, to make decisions about important issues, to pass information on to the others decision of data collection and possibly emanates from two types of data: Primary data and secondary data (Kothari, 2004:95). Primarily data are those, which are collected afresh and for the first time, and they are believed to be original in character (Kothari, 2004:95). Primary data are collected to provide information regarding a specific topic, and secondary data are data previously collected and analysed. This study used both primary and secondary data sources to address the research aims, purposes and questions.

There are several methods of collecting primary data, particularly in surveys and descriptive research. Some of these data collection methods include interviews, questionnaires, and observation. (Kothari, 2004:96). For this research, the researcher undertook an extensive literature review, did documentary analysis, and conducted face-to-face semi-structured interviews as well as semi-structured interviews administered by trained field workers to collect primary data on the relational of police expenditure in reducing the crime levels in the Tigray region.

1.12.1 Literature review

It is well known that in using literature as a source of data collection, it can offer new ideas, introduce one to new measurement tools, show how others have handled methodological tools similar to your own, helps to interpret and make sense of your findings. The researcher used the general standards stated for conducting a literature review as recommended by Leedy and Ormord (2010:66). It is thus previous research on police expenditure and crime prevention has been gathered to review the practices of other nations such as the United States of America (USA), the United Kingdom (UK) and Uganda. These countries of the developed world were used in this research, particularly country's such as the USA and the UK and knowledge obtained at the end helped the researcher develops his knowledge and insights on the provisions of allocating budgets in the police arena and expenditures expected to prevent crime and the means of recording crimes. Similarly, Uganda as a developing country was used and the researcher found out useful lessons to compare the police budget and expenditures as well as record levels of crime.

The researcher has initially developed certain grids to determine the countries from developed and developing nations. The review made in this way is found helpful to deepen the researcher knowledge on budget allocation and expenditures to the police in both developing and the developed countries. The main aim of the review was to make a comparison between the findings of the study and the research reports available in previous times to underscore the similarities and differences on the budget expenditures in crime levels eventually. The other advantage that the researcher has achieved from reviewing the three countries selected based on their relevance for the study has enhanced his insight of looking for the budget expenditure in other parts of the world and replicate the notions that are working on allocating the budget to prevent crimes in different regional states of Ethiopia in general and Tigray Regional State in particular (Tigray Regional State, 2000:28).

The literature that was reviewed has been identified after coming across the checklist developed in containing the terms and phrases of police expenditure, relationships of expenditure and crime trend and how crime prevention has been handled in a budgetary constrained environment. The standards, which were employed in making the literature under review, were subject to the principles, theories and concepts utilised within the UK, USA and Ugandan Police Agencies.

1.12.2 Documents

During the process of collecting data, documents such as minutes of meetings, official reports, personal journals and diaries, letters, e-mails may be used (Creswell, 2013a:189). Documentation in this sense differs from literature. Documentation is written material regarding the activities performed in an organisation and put or stored in the way that can be retrieved later for future use by the organisation; this type of record is not generally open to public consumption. Literature, on the other hand, is any published or unpublished material that can be used by any user at any time, for example, books, journals, articles (Bird, 2009:1322); thus, it is open to public consumption. According to Miller and Brewer (2003:80), a document is defined as ‘a piece of written, printed or electronic matter that provides information or evidence’ covering a wide range of different sources. According to Schloss and Smith (1999:40), the collection of information from documentary sources can prove valuable, and it allows for content analysis to be conducted (Schloss & Smith, 1999:90).

Documents used for this study consisted of annual reports, strategic plans, evaluation of financial and performance reports of the Regional Police Commission, statistical or narrative documents prepared by the Federal Democratic Republic of Ethiopian Federal Police, regional and district police. Both budget and crime records have been systematically classified, and data has been picked up from available records at the Tigray Bureau of Finance and Economic Development and Tigray Regional State Police Commission.

The researcher’s strategy to use documents goes with Mason’s (1996:73) view. Mason described that documents could be used together with several other methods of generating data. The documents have been used by the researcher to verify and contextualise other data derived from the interviews and literature. The researcher adhered to the guideline stated by Robson (2000:82) and used the documents with the intention of getting answers to the stated research questions rather than ‘proving’ what is already known. Reviewing documents helped to supplement the researcher to answer the research questions and achieve the research aims and objectives as indicated in paragraphs 1.4, 1.5 and 1.6 supra.

1.12.3 Semi-structured face-to-face interviews (Sample A)

The interview method of collecting data involves the presentation of oral-verbal questions to the interviewee and responses are also expected in verbal responses (Kothari, 2004:97). Personal interview method requires the interviewer to ask questions generally in a face-to-face contact setting. The type of interview that was used in this study is a semi-structured face-to-face interview. A semi-structured interview is an interview that consists of predetermined questions, which are helpful to solicit more information from the participants (interviewees) (Kothari, 2004:97).

Semi-structured face-to-face (personal) interviews were conducted with the 21 selected zone participants by the researcher. These were the Head of zone administrations, the Head of zone security and administration, and the Head of zone police officers. The interview schedule was initially prepared in English and after that translated into the local language, Tigrigna. The familiarity of the researcher with the local language has brought a comparative advantage to elaborate the questions when it is important and determine the saturation level of the data at some point before releasing the participant from the interviewing. Each question in the semi-structured interview was designed in a way that is helpful to generate data for research objectives and questions under inquiry. The main advantages of the face-to-face interview method include the generation of more and detailed information, flexibility in structuring questions, observation method can also be coupled with it, and languages have been adjusted according to the educational level of the participants and acquiring supplementary information about the interviewee. However, the following are considered the limitations: it is expensive in nature, the bias of the interviewer and the interviewee, high-level officials may not be available, and it is also time-consuming (Kothari, 2004:98-99). To overcome these challenges, the researcher employs techniques such as a prior appointment with participants, and the provision of orientation about the objectives of the research. The researcher administered the interview schedule

The following guidelines as stated by Leedy and Ormrod (2013:159-160, 200) were applied:

1. Making sure that interviewees are appropriate for the interview (participants who explained perceptions and perspectives about police budgeting and crime prevention practices in Tigray Regional State zones and districts). The ideal sample in research is

one that gives a sound representation of a population, constituting all the relevant features of the population included in the sample (Blaikie, 2003:161). To this end, the study allocated participants proportionately. According to Denscombe (2002:12), this approach to sampling involves the selection of people or events literally, randomly. Behind the application of random sampling lies the assumption that when there are a sufficient number of cases in a qualitative study where all the issues, which were relevant to the stated research objectives, were explored adequately and exhaustively.

2. A convenient location was arranged, particularly a quiet place where there is no distraction or interruption. So, the interview was run smoothly.
3. Allocating a few minutes to establish rapport (breaking the ice with few talks) and becoming more courteous and respectful during all times of interview. So, the interviewees were encouraged.
4. Permission to conduct interviews was arranged from the respective zone administration offices of Tigray Regional State, and after the researcher has shown the letter already brought from the concerned body to interviewees, and then the participants were voluntary to have interviews with the researcher. So, the interview was run based on the permission obtained. Permission to conduct the study from the Ethiopian Federal Police is attached as per Annexure D. Informed consent on the part of the research participants will be discussed under Ethical considerations below.
5. The focus was given on the actual rather than the hypothetical or abstract issues as the research questions were classified to details and forwarded to participants in the interview. So, the interview was done according to the schedule.
6. Efforts were made not to put words in people's mouth, i.e., being a good listener and reflect what participants say in their own words. So, the interviewer reflected what the participants said.
7. Recording responses verbatim, i.e., everything said by a participant has been recorded using interview notes written in each session of the interview. This means it was recorded by taking notes and recorders to make the data manageability simple and systematic. So, every idea raised by the interview was well documented and has been the main source to refer to when it is important. The researcher undertook the transcription of the recorded data, but a translator was later used to translate the recorded data into English afterwards.
8. Keep reactions to oneself that is trying not to show surprise or disapproval concerning what is said in response. So, the interviewer was giving good attention to what had been said by the participants.

9. Always treat the participants' response as perceptions rather than solid facts. So, the interviewer was tried to make the participants interest in the discussion.
10. Consider asking questions that will elicit qualitative information as well, incorporate few open-ended questions. So, the interviewer tried his best to give a chance for participants to say more than expected, that means interviewees have an extra chance to add information to the interview question.
11. Efforts were made to restrict each question to reflect a single idea. So, follow up was made.
12. Controversial questions were assigned in the later part of the interview question. So, the participants were asked questions important for crosschecking.

1.12.4 Semi-structured questionnaire in the form of an interview schedule (Sample B)

To complement the data obtained through the face-to-face semi-structured interviews (sample A), the researcher used a field log, which provided him with a detailed account on referring relevant textbooks related to budget and expenditure and crime levels. The researcher has frequently visited the study sites, to supervise the ongoing data collection and approached the participants' in-person. In addition, the participants from Sample B were provided with a semi-structured questionnaire in the form of an interview schedule (hereafter referred to as the questionnaire) which was distributed and collected by field workers. This is an acceptable method of data gathering for a sample of this size (Leedy & Ormrod, 2013:191). These field workers were only tasked to distribute and collect these documents and were not used to interact unnecessarily with the participants. Field workers were also used to enhance the return percentage of the questionnaires (Leedy & Ormrod, 2013:191).

1.12.5 Procedure of Interviewing

Once the interview schedule had been developed for the regional participants, and a pilot test had been done, the fieldworkers were trained on how to administer the interviews on behalf of the researcher. The fieldworkers were trained on how to administer the interview schedule (without influencing the participants in their answers), how to keep the originality of the information and how to coordinate the return of the completed interview schedules. The fieldworkers were selected considering nativity to a language of Tigrigna, being residents, academic background, occupational experience and responsibilities in the budget allocation fields.

A total of 75 questionnaires were distributed, and all have been filled by the district participants and returned with the assistance of the fieldworkers. The questionnaires returned have heightened the feeling towards data saturation and start simultaneous transcription to give meanings and identify themes in the form of findings. This high response rate is due to the researcher's strict follow-up ranging from developing the items and carrying out the translation later on the accomplishments of full-fledged information and as a result of the use of field workers.

The questionnaires were initially made ready in English language and later translated into local language (Tigrigna) with the support from language experts. Similarly, the researcher translated the English interview schedule into Tigrigna language since this is the language spoken in the Tigraya regional state. This translated questionnaire is attached as per Annexure B.

It is worth noting that while Ethiopia has more than 80 different languages, the language of the region in which the study was undertaken is Tigrigna and therefore it was decided to conduct the research in this language. Conducting the study in Tigrigna has reciprocity to both the researcher and participants in easing communication a large.

1.13 PILOT STUDY

A pilot study is a very useful means of engaging effectively with a full-scale research project (Lewis, Jeynes, Anstey & Way, 2009:35-37). By testing and improving the internal validity of the interview schedules, the study has finally established the sampling frame to determine whether the techniques are effective and to gain feedback on the logistics of data collection. A pilot study can also provide additional knowledge leading to an improved project or interview schedule. The interview schedules for this research have been developed after coming across a number of relevant literature, research questions and objectives of the study. A pilot study was conducted to test the validity of the data collection tools (interview schedule) to identify and rectify errors such as ambiguity, confusing layout, bias, negativity in the questions as identified by Mouton (2009:103). Similarly, a pilot test was made for the questionnaire.

The interview schedule was developed in line with research objectives, which were stated in the research proposal, and tested by taking non-sample participants to validate the interview

schedule questions and to ensure that the data generated by the interview schedule was sufficient to address the aims and objectives of this study. The purpose of piloting was to ensure the rightness of the questions asked in the semi-structured face-to-face interview and the questions included in the questionnaire. The participants who participated in this pilot study were drawn from the districts not selected for the actual study. Experts in policing and budget preparation and allocation replied to the interview questions and provided feedbacks valid to show the relevance and clarity of the items. The opinions from experts helped a lot to make improvements to items and remove some highly recommended for rejections. Participants engaged in a pilot study have been excluded from the actual study (Kothari, 2004:100).

The final amended interview schedule was sent to the supervisor for final approval before the formal data gathering process was started. This study project was initially subject to pilot study. After developing confidence in the ability of the items in bringing data to which they have been designed, the researcher has distributed to such informants of district heads, heads of district security and administration and heads of district police officials.

1.14 EVALUATION OF BIOGRAPHICAL INFORMATION

The participants in this research were categorised into two parts, namely zone participants who participated in the face-to-face interview schedule (Sample A) and district participants who participated in the questionnaires (Sample B). The researcher interviewed the zone participants on the relation of police expenditure and crime levels in Tigray Regional State. The interview with the zone participants consists of important sections related to how the budget is allocated crime prevention strategies in Tigray, relational of expenditure on crime levels budgeting police service departments, and better strategies to the effectiveness of the police budget.

Besides, this information was gathered about the background of the zone and district participants. This biographical information includes information about the participant regarding job title, job duty details, policing unit of the participant belongs, time spent in the policing unit, and work experience. Following is a brief description of the biographical information of participants in this qualitative study:

There was a total of ninety-six participants participated in the total research study, of which 21 of the participants were selected from the Tigray regional zones, and the remainder seventy-five were from the Tigray regional districts. Below is the description of the background of my participants in the study. The characteristics included in the historical information of the participants are discussed below. As discussed briefly under the section on a qualitative sampling of the chapter, the 21 zone participants were interviewed using the interview schedule (Annexure A).

Job-title: The participants' job-title were known in advance in the design of the research to the three job titles within each zone, namely the head of the zone administrator, head of zone security and administration administrator and head of zone police (Tigray Regional State Police Commission, 2011). As planned in the design and as per the consent of the zone participants all were interviewed (sample A), that is all (21) assumed their respective job-titles, which helped in finding their perspectives on the relational issues of police expenditure on crime levels in the Tigray Regional State. These participants had wealth information on the subject related to how the budget was allocated, crime prevention, budgeting, controlling, generate effective strategies.

Similarly, sample B (the district participants) reflected the following job-titles, namely the head of a district administrator, head of district security and administration administrator and head of the district police. As planned in the design, each district participant represents 3 and 25 districts that total is 75 had the same job titles as per the above-indicated category.

Duties entail: During the interview schedule for zone/interviewing questions for the district, when the zones interviewees/district participants were asked to describe his/her duties entail, all of the 7/72 participants, respectively mentioned that their duties were mainly in the coordination of their zone and district within the zone and the district participants in their district. This means that the head of zone/district administrator, head of zone/district security and administration administrator and head of zone/district police were entailed to coordinate all matters related to the management and administration of their respective positions.

Unit: Participants of the study were asked to state the unit/department they belong in administration and coordination of their respective positions. According to the interview responses obtained, the zone/district administrators belong to their unit that looks after administering and coordinating unit in their respective jobs.

Descriptive summary analysis for time spent in the unit in years and work experience is presented in the tables 1.4 and 1.5, years respectively. As it is seen from the summary table, the range of time spent by the heads of zone administrator, security and administration and police, were 2-23, 1-27 and 3-23, years respectively. The average time spent in the unit by the heads of zone administrator, security and administration and police were 12.14, 15.14 and 13, years respectively. The variation in a years' time spent in the unit by the heads of zone administrator, security and administration and police were 7.29, 11.36, and 8.54, years respectively.

Similarly, the range of time spent by the heads of a district administrator, security and administration and police, were 1-23, 1-25 and 2-23, years respectively. The average time spent in the unit by the heads of district administrator, security and administration and police were 10.88, 7.42 and 10.24, years respectively. The variation in a years' time spent in the unit by the heads of district administrator, security and administration and police were 9.453, 7.342 and 7.316, years respectively.

Table 1.4 Zone/district participant's time spent (years) in their unit/department

Statistics	Zone Head			District Head		
	Administrator	Security & Administration	Police	Administrator	Security & Administration	Police
Minimum	2	1	3	1	1	2
Maximum	23	27	23	23	25	23
Average	12.14	15.14	13	10.88	7.42	10.24
Standard variation	7.29	11.335	8.544	9.453	7.342	7.316

The descriptive summary of the working experience is given in Table 1.4. The range is working experience of the participants of the heads of zone administrator, security and administration and police, was, between 2 and 23 years of services. The average time spent in the unit by the heads of zone administrator, security and administration and police were 10.86, 14 and 16.43, years respectively. The variation in a years' time spent in the unit by the heads of zone administrator, security and administration and police were 7.313, 11.121 and 9.289, years respectively. It is certainly beneficial to have more experience in these positions as experience has proven across disciplines to enhance decision-making.

Similarly, the range of time spent by the heads of a district administrator, security and administration and police, was, between 2 and 24. The average time spent in the unit by the heads of district administrator, security and administration and police were 9.75, 9.5 and 18.92, years respectively. The variation in a years' time spent in the unit by the heads of district administrator, security and administration and police were 7.407, 7.856 and 4.707, years respectively. Once again as noted above, more experience in these positions is certainly beneficial.

Table 1.5 Zone/district participants work experience (years)

Statistics	Zone Head			District Head		
	Administrator	Security & Administration	Police	Administrator	Security & Administration	Police
Minimum	2	1	2	2	1	8
Maximum	23	23	23	26	27	24
Average	10.86	14	16.43	9.75	9.5	18.92
Standard variation	7.313	11.121	9.289	7.407	7.856	4.707

1.15 DATA ANALYSIS AND INTERPRETATION

After collecting the data, processing and data analysis must be done. Processing involves the entry, editing, coding, cleaning and tabulation of data for making them ready and convenient for analysis. The analysis of data aims to understand and interpret the different elements of the data collected, to verify whether some trends or patterns can be identified or to establish themes related to data (Mouton, 2001:108). Data analysis is the computation of certain measures or indices along with searching for patterns of relationship that existed among the data groups (Kothari, 2004:122). The researcher adopted the data analysis method for qualitative study suggested by Miles and Huberman (1994:4), which is known as the transcendental realism. In line with this method, the analysis has three main components, namely data reduction, data display, and drawing and verifying conclusions.

As stated by the Miles and Huberman (1994:4), the three concurrent streams or activities, interacting throughout the analysis as described by:

- **Data reduction:** Data reduction occurs continually throughout the analysis, in the early stages, it happens through editing, segmenting and summarising the data. In the middle stages, it happens through coding and miming, and associated activities such as finding themes, clusters and patterns, and in the later stages, it happens through conceptualising and explaining, since developing abstract concepts is also a way of reducing the data.
- **Data display:** data displays organise, compress and assemble information since qualitative data are typically voluminous, bulky and dispersed, displays help at all stages of the analysis.
- **Drawing and verifying conclusions:** The reasons for reducing and displaying data are to assist in drawing conclusions. While drawing conclusions logically follow reduction and display data, in fact, it takes place more or less concurrently with them. This possible conclusion may be noted early in the analysis, but they may be vague and ill-formed at this stage. Moreover, data obtained from interview and open-ended questionnaires were initially transcribed from Tigrigna to English, and then the steps of coding, categorising and giving meaning took place. Finally, the researcher developed themes to meaning the data gathered in the form of opinions and narrations.

The collected data were entered and transcribed into a text file and were analysed qualitatively using appropriate qualitative data analysis software of choice.

1.16 DATA ANALYSIS STRATEGY

This section mainly discusses the analysis, a strategy used in this qualitative research study. Upon completion of both the interview schedule (sample A), and the questionnaire (sample B) with the participants, the researcher transcribed the participant's response gathered from the face-to-face interviews and the participant's questionnaire into an electronic format using Microsoft Excel and Microsoft Word, so that it facilitates the use of software that is capable of analysing qualitative data (such as Computer Assisted Qualitative Data Analysis (CAQDA), ATLAS. Ti and Vivo) in the form of open-ended questions. Then a text Analysis tool was used to conduct the first cycle in Vivo coding Method (Saldaña, 2009:48) to analyse each interview syntax and decode the data by determining keywords and phrases that were common amongst interviewees. Keywords and phrases appeared as word clouds, which were analysed and encoded (Saldaña, 2009:4) with suitable category labels. Throughout each coding method,

commonalities developed. I journalised memos of patterns and themes occurring in the data for later reference.

Once the codes were categorised, they were compared to one another. Next, a Second Cycle Pattern Coding Method (Saldaña, 2009:48) was used next to recognise similarly coded data and further summarise it into sub-categories or consolidate. Using a thesaurus (Microsoft 2010) was helpful to refine coded words better. Coding, however, may have to endure several cycles based upon the amount of data, and codes may be used repetitively (Saldaña, 2009:48).

Then, the researcher applied the Third level of Coding, the Axial Coding Method (Saldaña, 2009:151) to further analyse the results from the first two stages and discover how the new categories and sub-categories interrelated with one another. The research findings and journeyed memos of understandings were again reviewed, and then triangulated. Finally, new emergencies, findings, and memo references were narrated as they relate to the implications of the study.

1.17 VALIDITY

This part attempt to introduce the applications used to test the validity or test the accuracy of the findings. In this vein, qualitative validity means that the researcher checks for the accuracy of the findings by employing certain procedures, while qualitative reliability indicates that the researcher's approach is consistent across different researchers and different projects (Gibbs, 2007:8). Validity is one of the strengths of qualitative research and is based on determining whether the findings are accurate from the standpoint of the researcher, the participant or the readers of an account (Creswell & Miller, 2000 in Creswell, 2013a. 190-191).

Furthermore, Denscombe (2002:100), stated validity is concerned with the accuracy of the questions asked, the relevant data collected and the accompanying explanations offered. Generally, validity relates to data and the analysis used in research. In this research, the questions used to gather opinions of informants able to bring the relevant information to which they have been developed. For the study, the same interview schedule was applied in the interview procedure, and answers have been tape recorded to make backward and forth transcriptions. The backward and forth transcription helped the researcher to possess thick information about the leading factors related to budget expenditure. Furthermore, the interviews

were conducted according to the guidelines of pertinent ethical considerations, as stipulated by Leedy and Ormrod (2005:101-102).

Validity concerns the accuracy of the questions asked, the data collected and the explanation offered. Generally, it relates to the data and the analysis used in the research (Denscombe, 2002:100). Accordingly, the accuracy of the questions was ensured both through clarifications by the researcher and pilot testing, that is testing the questions about the accuracy and clarity before the final survey is done. Document review and interview are the data collection techniques, which are proven to be among the most effective techniques of data collection by previous studies (Schurink, Fouché & De Vos, 2011:404). Regarding the analysis of data, its validity was censured by answering the stated research questions (Whittaker, 2009:91-97). Mouton (2001:108) stated that the analysis of data involved 'breaking up' the data into manageable themes, patterns, trends and relationship between police expenditure and crime levels in Tigray Regional State. Validity is concerned with the findings are really about what they appear to be about, which is directly influenced by the measuring techniques used (Saunders, Lewis & Thornhill, 2009:157).

In this research, interview questions were distributed to 75 district participants. In addition, there had been a face-to-face interview with 21 participants selected from the zones sited to be the study area. The pilot study conducted for various purposes helped particularly to note that the items in the questionnaires and interview schedules were clear and unbearable with derogatory words. Validity is a technique that measures the desired phenomenon that it is intended to measure (Bauer & Gaskell, 2000:367). The validity of this study was determined by ensuring the accuracy of the questions forwarded and issues raised to participants, the data collected and the participants' explanation obtained (Miller & Brewer, 2003:280). To this end, the researcher ensured that identical questions were asked of each participant and that the same length of time was allotted to each interview or discussion session. Besides, samples were selected from the respective population of zone or district, i.e., population or list of participants who have know-how about police budgeting, crime prevention and police operation management in Tigray Regional State.

After raising an issue on the interview questions, participants were freely allowed in further illustration of the issues by the interviewer himself. Besides, responses of the participants were cross-checked through the probing of that issue for subsequent participants. The study used the

strategies reflected Creswell (2014:201). Triangulation was made through cross-checking and cross-validation of the interview and questionnaire results and member checking which was explained below, are highly recommended by Creswell were similarly used to, examine evidence from sources and using it to build a coherent justification for a theme. These were done by simply checking the accuracy of the findings with selected individuals who have not been participated in the study. Moreover, the researcher conveyed a kind of consultative discussion with participants to get feedback on the relevance and appropriateness of the findings to avoid the influence of the researcher.

1.18 RELIABILITY

In scientific research, the requirement for reliability is the application of a valid measuring instrument to a different group of circumstances that should lead to the same observation (De Vos et al., 2005:168; Mouton & Marais, 1990:79). The researcher has already described how the data was collected, how the data collected re-analysed, how the sampling was done and conclusions were reached at (Mouton, 2001:100). As part of the endeavour to maintain reliability, the researcher has ensured that the same measuring instrument was used in all interviews and questions and that the research context (the year 2014 and the geographic demarcation) been the same throughout the study.

Data obtained was categorised and documented in a manner to be replicated by another researcher(s) (Bauer & Gaskell, 2000:363). To raise the reliability of the research, as explained by Janesick (2000:391), the researcher used two types of triangulation:

- (i) Data triangulation whereby the researcher employed a variety of data sources in the study which are literature, documents, face-to-face semi-structured interviews, and administered interviews, and
- (ii) Methodological triangulation by which the researcher used multiple methods to investigate the stated research problem, which is qualitative.

As part of the strategy towards ensuring reliability, the researcher has applied comments stated by Denscombe (2002:101), which are asking the right questions, generating precise and detailed data, and ensuring that the information to be gathered is the truth. To do so, checking the participants' responsibility and activities as to whether they can respond the questions or not, averting a drift in concepts and definitions, supplementing responses with previously accomplished performance reports has been made.

Besides, Creswell (2014:201-202) has pointed out the stages that are necessary to use for ensuring trustworthiness in his look. Such the recommendation he emphasised appear in most of the research strategies. These strategies are triangulation, use member checking, use a rich tick description, clarify the bias, also present negative or discrepant information, spend prolonged time, use peer debriefing, and use an external auditor, as the possible means useful not only to ensure trustworthiness, but to also control the personal biases that may incidentally come out of the researcher's experience and professional drives (See Annexure C).

1.18.1 Strategies for increasing reliability and minimising measurement error

According to (Leary, 2004:9), numerous practical approaches can be used alone or in combination to minimise the relational of measurement error. These suggestions should be considered during the design phase of the study and should focus on data collection and measurement strategies used to measure the relational of police expenditure with crime levels in Tigray Regional State. First, the administration of the interview questions and the interview schedule were standardised. All questions occurred in the most consistent manner possible. In other words, the administration of measurement strategies should be consistent across the selected sample of the district and zone participants taking part in the study. Second, the researcher made certain that the participants understand the instructions and content of the interview questions and interview schedules or measurement strategy. This shows the transferable of the instruction. If participants have difficulty understanding the purpose or directions of the measure of the interview questions and interview schedule, they might not answer in an accurate fashion, which has the potential to bias the data. Third, data coordinators involved in data collection were thoroughly trained in the use of the measurement strategy. The researcher used all the strategies stated above. Because of this, both responses from the district and zone participants were reliable.

There should also be ample opportunity to practice before the study begins and repeated training over the course of the study to maintain consistency. Finally, every effort was made to ensure that data are recorded, compiled, and analysed accurately. Data entries were closely monitored, and audits were conducted on a regular basis (Leary, 2004:9). The participants were able to answer the questions asked in the administered interview schedule, mainly encompasses to get valid information about the budget expenditure and the corresponding results attained in reducing the level of crime in the Regional State of Tigray.

To summarise, noting the following points are very important. Whereas reliability refers to the consistency of the measure, validity focuses on what the test or measurement strategy measures and how well it does so (Anastasi & Urbina, 1997:7). Therefore, the conceptual question that validity seeks to answer is the following: “Does the instrument or measurement approach measure what it is supposed to measure?” If so, then the instrument or measurement approach is said to be valid because it accurately assesses and represents the construct of interest. Validity and reliability are interconnected concepts (Sullivan & Feldman, 1979:46).

This can be demonstrated by the fact that a measurement cannot be valid unless it is reliable. Remember that validity is concerned not only with what is being measured but also how well it is being measured. A research instrument is considered reliable if it can measure a phenomenon consistently and if it is repeatedly applied to different persons (Creswell, 2013a:253-255). So, to ensure the reliability of the data-collecting techniques of this research study, both district and zone participants were selected from the Tigray regional State, having different historical information such as age, sex, place of work, job experience (years), educational background, or exposure in the management of budget to crime levels and police operations. As the interviewer for the interview schedule was the researcher himself, and the zone participants raised identical questions or issues, reliability is ensured. The researcher employed triangulation as a means of ensuring the reliability. Triangulation was the preferred strategy used to ensure the reliability of the data that are in the process of analysis to uncover the themes at the end.

First of all, generalisation is the extension of research findings and conclusions from a study conducted on a sample population to the population at large (Tracy, 2010:845) while transferability describes the process of applying the results of research in one situation (Tracy, 2010:845). To this end, to ensure transferability, the researcher employed a detailed description of the research setup and methods so that the detailed methods applied in the study can be adapted in related research questions but different contexts. On the other hand, to ensure generalisability, adequate data sources were approached with a higher level of extension of findings from a sample to a population. To generalise what has been said above, the validity and reliability went together.



1.19 ETHICAL CONSIDERATIONS

The initial proposal was submitted and approved prior to the College of Law (CLAW) having an Ethics Committee. Thus, there was no Ethical Clearance granted for this research. Mindful of this, the researcher undertook all effort to ensure that the research was conducted in the most ethical manner possible, in compliance with UNISA Ethics Policy.

According to De Vos et al. (2005:56), “Ethics is a set of moral principles that are suggested by an individual or group, are subsequently widely accepted, and offer rules and behavioural expectations about the correct conduct towards experimental subjects and participants, sponsors, employers, assistants, students and other researchers”. Since human beings are the objects of social science studies, there are unique ethical challenges to the fore, which are normally not prevalent in other pure, clinical laboratory contexts of natural science (De Vos et al., 2011:113). As described by Babbie and Mouton (2001:520), studies should consider and be aware of the general agreements about the appropriate and inappropriate acts in conducting a scientific investigation. Informed consent is vital for a scientific study (Spicker, 2007:1). All these documents have been collected once official approval from the respective office was provided.

Conduction of researches should involve ethical considerations. According to Saunders et al. (2009:184), ethics in research ‘relates to questions about how we formulate and clarify our research topic, design our research and gain access, collect data, process and store our data, analyse data and write up our research findings morally and responsibly. It implies that our design of the research has to be methodologically sound and morally acceptable to all those who are involved in the research. Accordingly, the privacy, the confidentiality of the participants, the crediting all sources, avoiding embracement and discomfort of the participants and getting the consent of the respondent and voluntary nature of participation are among the ethical consideration and this research addressed all the ethical considerations in the execution process (Saunders et al., 2009:184).

Ethical issues normally arise from the researcher’s interactions with other people and the environment (Mouton, 2001:239). According to Denscombe (2002:174-175), the idea of ‘ethics’ is strongly linked to the concept of morality, and in practical terms it deals with what

ought, and/or ought not, to be done. The researcher had understood UNISA's policy on research ethics (UNISA, 2007:1) and hence adhered to: (i) contribute to an ethical and scientific intellectual culture of UNISA; and (ii) ensured that the rights and interests of human participants were not compromised or protected. In addition, according to the ethical code of UNISA (2007:2), it says all those engaged in research to observe high ethical standards in the conduct of that research and, when relevant to comply with the obligations, imposed by the codes of practice of relevant professional- regulatory bodies. Thus, before the face-to-face interview and interview question sessions, the researcher requested participants' willingness to participate in the interview schedule and interviewing session. They were told that their identities and personal profiles were not reported in the study.

As stipulated by Leedy and Ormrod (2005:101), while dealing with stakeholders who had direct or indirect relationships with the study, the researcher considers the following ethical issues;

- Protection from harm: The researcher not exposed research participants to the undue harm of physical or psychological in nature. Interviews were held in a safe environment and the comfort of the interviewees' workplace. No tacit or implicit pressure was exerted on participants to answer questions in a specific manner. The researcher has also assured the anonymity and confidentiality of the participants by not letting write their names on the interviewing questions and asking them individually and separately;
- Right to privacy: The researcher ensured the participants' right to privacy and not disclosed responses received from any of the participants. Furthermore, the identities of participants were respected by referring to them as 'participants' in the dissertation (Denscombe, 2002:175). A code or number was also allocated to each participant. Assuring the willingness of participants and if a participant was not willing the researcher replaced the nearest participant from the target population;
- Informed consent: First of all, through preliminary discussion, permission to conduct interviews was arranged from the respective zone administration offices of Tigray Regional State. Next, all participants were informed about the nature of the study to be made; the participants were given choices of participation in the study or not. The researcher informed the participants that it was their right to withdraw from the study whenever they want to do so. Once informed consent was secured, proper orientation about the purpose of the research was provided to the participants.

- Honesty with professional colleagues: The researcher reported his findings completely and without any bias. No misrepresentations, which may mislead others about the nature of the findings, were made. The researcher also took cognisance of and guarded against plagiarism. Written permissions were also ensured from the Federal and state police commission offices.

1.20 STRUCTURE

The thesis is divided into the following chapters where the research questions have been discussed, the research method and findings of the research interpreted:

Chapter 1 is about the introduction of the thesis which describes the background of the study, rationale of the research, research aims, research objective, research purpose, research questions, key points, delimitation, and research methodology, population, sampling for qualitative research, data collection, qualitative research, data collection techniques, pilot study, data analysis and interpretation, validity, reliability, ethical considerations, references.

Chapter 2 presents the related review of the literature by introducing the topic on budget and expenditure, crime prevention and cost evaluation, police funding and expenditure in the USA, UK and Canada, police operations and crime levels in the USA and UK, the cost of policing in Uganda.

Chapter 3 presents the police funding and expenditure in Ethiopia, the chapter first introduces the police organisational structure, activities of the Ethiopian Federal Police, the structure of the Ethiopian Federal Police, the sources of funding for the Ethiopian Federal Police, a synthesis of police expenditure in Ethiopia, crime, causes of crime and crime prevention, police budgeting in Ethiopia, the budget decision-making process.

Chapter 4 presents the major findings that this study has discovered. The research questions listed on the first page has appeared in this chapter turn by turn. The chapter started by mentioning the biographical information on how the budget will be allocated to the police at the international and local levels. This section has widely discussed the research questions objectives delineated in chapter one.

Chapter 5 contains conclusion which presents the major conclusions drawn from the findings and discussion of results on the relational of police expenditure in relation to the budget allocated in the police operation, followed by possible specific and general recommendations to be taken so as improving the police expenditure thereby provide better services to the public and in reducing crime levels and draws lessons and come up with recommendations on how to maximise the role of allocated police funds towards reducing crime level.

CHAPTER TWO: LITERATURE REVIEW ON CRIME PREVENTION AND COST EVALUATION

2.1 INTRODUCTION

Crime and development have strong linkages that deserve due attention. Internal instability and high crime rates are detrimental and create hurdles in the path of economic growth and development. Most nations facing such problems are incurring huge public expenditure to build internal security and maintain peace. Toward this, police services shoulder the responsibility to create peace and stability for its community's economic development. However, the dynamic nature of the crime and high-security needs of the public place huge financial demands on governments all over the world. This umbilical cord between crime and financial needs remains a challenging feature that warrants continual research to learn what and how other countries are performing in this regard.

Improving the quality of services rendered by the police requires the proper understanding of the effect of the amount of money that is allocated to the police in improving police operations. This critical aspect is not thoroughly looked into in Ethiopia and Tigray Regional State, in particular, thus blurring how the police should be measured on this. The evaluation of the financial part is also compounded by the fact that the presence of a larger police force discourages certain types of crime. There are also various social and psychological factors that may play a role in predisposing people to criminal acts. The common police demand when there is an upsurge in crime levels is for higher funding. Hence, this chapter is particularly devoted to the analysis of police expenditure at crime levels in a state of Tigray. Comparisons towards police budget allocation procedures and experiences in selected countries have widely been discussed to show the relational of expenditures against crime prevention to seek the community safe from crime.

2.2 CRIME PREVENTION AND COST EVALUATION

Crime is an act perpetrated by a human being in different ways. Preventing crime is not left only to police; it rather needs a concerted effort emanating from two parties of the community

and police response for maintaining peace and safety. The relational obtained as a result of costs being adequate to police should be measured realistically to compare its support to affect the crime prevention strategies. This part needs to point out certain elements highly manifested in concepts of the integration between crime prevention and the necessary cost to ridicule crime and its adversaries on human cohesion and social development.

2.1.1 Crime prevention

Before conducting a review of the cost of preventing crime, it is important to discuss the concept and essence of crime prevention. Crime prevention broadly implies any measures that are embarked upon to prevent the commission of criminal activities. According to Pelsler (2002:41), crime prevention usually constitutes all activities that deter the incidence of specific crimes, which boils down to any activity proposed to minimise the real level of crime and/or its perceived fears.

According to Crawford and Evans (2016:6), crime prevention refers to the strategies of addressing the damage and harm, which may arise because of crime. The term consists of fear reduction; if possible, fear avoidance programs and policies that seek to provide support to the victims of crime by addressing the damaging effects of criminality. Likewise, Smith and Cornish (2003:22), explained crime prevention as groups of activities which are focused on reducing favourable conditions to commit a crime, deploying factors, for instance, risk, reward and effort to prevent offensive actions. Briefly, it is an approach to preventing crime by thwarting fertile preconditions for the crime. Later, Schneider (2010:73), described crime prevention as any pre-emptive intervention(s) designed to obstruct: (i) the likelihood of the occurrence of a criminal action at a certain location, or (ii) the onset of illegal or criminal behaviour within an individual which is usually recognised as a key priority area of policy and political interventions in countries (National Crime Prevention Institute, 2001:59).

There is evidence, which shows well-designed crime prevention strategies as helpful tools not only for preventing the committing of a crime but also helps in promoting safety to the community and contributes to the development of states. Furthermore, responsible and effective crime prevention boosts the welfare of citizens and minimises the cost related to justice systems and associated social costs resulting from crime (United Nations Office on Drugs and Crime,

2007:8). Strategies for preventing crime and measures intended to mitigate the level and frequency of crime and their potential damages on individuals and societies, constituting crime related fears, by affecting their causes. Child victimisation, youth and urban crime, organised crime and gangs, corruption and trafficking, segmenting similar drivers and root causes, such as poverty, inequality, and discrimination. Therefore, prevention of crime needs an adequate understanding of the core crime causes, victimisation, and interrelationship of various forms of crime, inclusive policies, and the participation of all state administration stakeholders and government hierarchies together with private sector and civil society. On top of addressing risky (or negative) factors, crime prevention efforts should emphasise on preventive factors, which can help to improve the resilience of citizens or individuals and communities to risk. Besides, to be more successful, crime prevention must be part of the socio-economic development agendas, prominently in countries where the rate of crime is disproportionately high (Fournier-Ruggles, 2011:19; United Nations Office on Drugs and Crime, 2007:16).

2.1.2 Cost evaluation

After describing the cost of preventing crime through prevention programs, it is essential to assess the cost that crime *per se* has had, though it is hard to find comprehensive data on it. For instance, the total costs of crime in the Canadian society were getting considerable, with staggering trends, such as \$100 billion compiled for the year 2008 (Zhang, 2011:62). The cost of crime which is recorded alone in other areas such as Northern Ireland, England, and Wales was estimated to be 17 billion British Pound for the year 2007 (International Centre for the Prevention of Crime, 2012:7). In many of the countries, an attempt is made to summarise the types and amount of crime committed periodically, but there is limited data on the cost of recorded crimes. For instance, in the case of South Africa, in 2002/03, while the overall crime levels peaked in the country, the overall crime rate has decreased by 21 per cent. However, this trend changed later when a 3 per cent increase in total crime was evidenced in the two-year duration of 2007/08 to 2009/10, induced significantly by the rise in property possession related crimes such as commercial crimes and theft. Later, between 2009/2010 and 2010/2011, total crime rates decreased again by a marginal 2.4 per cent (Institute for Security Studies, 2012:2). The total estimate of the cost of crime is derived from an amalgamation of the following:

- (i) costs of the criminal justice system (for instance: police, correction, courts),
- (ii) costs related to victim or victim costs (for instance: productivity losses, medical attention, damaged or property),

- (iii) costs related to third-party (for instance: services, shelters, compensation), and
- (iv) estimates of pain/suffering and loss of life (Fournier-Ruggles, 2011:36).

There is limited literature related to the cost of crime, though this is comparatively better in some countries, for instance, Australia, the UK, New Zealand, and the United States. In each of them, important studies have been conducted to come up with a comprehensive estimate of the cost of common crime categories. Subsequent work done in these countries on either cost of crime and/or crime prevention evaluation has generally been relied on these studies. Similarly, there have been other studies attempting towards an independent estimation of comparably specific types of crime costs such as costs of violence (Corso, Mercy, Simon, Finkelstein, & Miller, 2007:85) or cost of sexual violence (Miller, Taylor & Sheppard, 2007:62), the costs of alcohol-related crime (Miller, Levy, Spicer & Taylor, 2006:97), the cost associated with fear of crime (Dolan, Peasgood, & White, 2008:104), and others such as the cost of crime in specific states, and the cost of mental health care (Dolan & White, 2007:125).

For the Australian Government, the police services constitute the biggest share in the criminal justice system, contributing to about 71 per cent of the overall expenditure. Services related to corrective actions contribute to a further 23 per cent, while costs related to criminal courts administration contributes to the remaining 6 per cent (Australian Institute of Criminology, 2013:106). As of the Australian Government of 2012, the sum of real recurrent expenditure (deducting own source revenues) on justice for the year 2010–11 was \$13.1billion. Out of this figure, approximately \$12.5billion was spent on activities of criminal justice (Common Wealth of Australia, 2012:18). The remaining \$635.5million was spent on the management of civil courts. Since 2002–03, government’s expenditure on criminal justice, in the case of Australia has increased by 46 per cent overall and with a yearly average of 9 per cent (Australian Institute of Criminology, 2013:106).

The sum of real recurrent expenditure (deducting own source revenues) on justice during the year 2010/2011 was \$13.1 billion (Australian Institute of Criminology, 2013:106). From this, as much as \$12.5 billion was allocated and spent on criminal justice. The rest, which is \$635.5 million, was spent to administer civil courts. Beginning from 2002/2003, the expenditure made for criminal justice has escalated by 46 per cent in overall figures and with an annual average of 9 per cent. Police services require the largest share of the budget within the criminal justice system, taking 71 per cent of the total allocated budget. Corrective services took 23 per cent of

the budget, while the criminal court's administration took 6 per cent. Policing is primarily the state's responsibility, and its territory government is policing organs. On behalf of the ACT Government, the Australian Federal Police gives a community policing service in the Australian Capital Territory. Funding for these services usually comes from budgets of the state and territory government yet with little grants from the Government of Australia (Common Wealth of Australia, 2012:18-19).

Total recurrent expenditure for police services in Australia during 2010/2011 was about \$9.1 billion, implying \$404 per capita in Australia which is \$524 for every Australian adult. Salaries took a 70 per cent share (i.e., \$7 billion) of the expenditure. Real gross recurrent expenditure (less payroll tax and revenue from own sources) in 2010/2011 was \$8.8 billion, which is \$392 per capita or \$507 per Australian adult. Throughout Australia, per adult expenditure of \$524 was spent on police services in 2010/2011. In 2010/2011, Victoria spent \$443 per each adult for police services. However, the Northern Territory spent (\$1,657 per adult, which is the largest. Most of the people who involve in the police service delivery are police officers who are sworn employees who are recognised under the legislation of policing (Common Wealth of Australia, 2012:18-19). Sworn employees exercise the power of a police officer, such as arrest, detain, summons, fingerprint, warnings, and search.

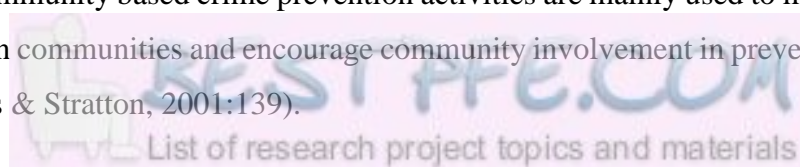
A recent trend indicates that police services become civilian assignments, with the exception of some peripheral activities, which are undertaken by other officers, or those outsourced to external service providers. As of 2011, the Australian police force was comprised of a total of 51,045 sworn police staffs, and 13,415 were civilian employees. In 2010/2011, the New South Wales Police Force was comprised of 19,069 civilian staff and sworn police officers. In comparison, the Australian Capital consisted of the smallest police service, but it had approximately 327 officers of the police operating over every one thousand square kilometre area. Twenty-five per cent of the Queensland Police Service consisted of a civilian staff, which is the highest share of any of the police services in Australia. Compared to the end of June 2010, the share of sworn police officers had increased significantly in Southern Australia, a figure jumping from 238 to 265 per each hundred thousand of the population by the year 2011. The only case where the proportion of sworn police officers declined in 2011 was in that of Western Australia. By 2010, there were a total of 266 sworn police officers per each one hundred thousand people as compared with 241 police officers per every 100,000 people by the year 2011. This is equivalent to a decrease of 9 per cent. The share of sworn police officers per each

100,000 of the population is increased by 4 per cent in both the Victoria and the Northern Territory. In Victoria, by 2011, there were 212 sworn police officers per 100,000 of the population compared with 484 per 100,000 of the populations in the Northern Territory. The proportion of male to female police officers in Australia in 2010/2011 was 2:1. More specifically, the Northern Territory consisted of the highest proportion of female officers (37%) compared with male police staff (63%) of any territory and state. On the other hand, the Western Australia Police consisted of the highest proportion of male police staff, which is 71 per cent (Australian Institute of Criminology, 2013:135-138).

According to Armstrong (1996:7), evaluation is the process of applying organised methods to make judgments about the value of programs, and in this case, it will be the value of the crime prevention and crime combating programs. The challenge with crime prevention and crime combating programs is that they do not get to be evaluated. For instance, the Australian Institute of Criminology compiled a record of 110 Crime Prevention Projects that have been reported and published in Australia in the period 1990-2002. This record reveals that systematic evaluations were conducted in 33 per cent of the cases, anecdotal or informal in 12 per cent and no attempt was made to evaluate 12 per cent and in 48 per cent, it was not known if evaluations had taken place (Jeffries, Payne & Smith, 2002:124).

This is even though an analysis of the benefits and costs of crime prevention is necessary for crime prevention and is essential that the cost of prevention should outweigh the benefits. Due to the limitations in police budgets and the competing priorities of funding police operations, most police departments seek less costly modality of crime prevention. According to Miller, Cohen and Wiersema (1996:21), the cost-benefit analysis allows for the comparison of the outcomes of policy options with comparable costs to allow for the selection of the most feasible, effective, efficient and cost-effective programs among a list of prevention programs.

As the cost of crime rise, crime prevention becomes a leading concern. Considerable resources are spent in detaining and punishing offenders to minimise the probability that offences will be made in the future. Although a number of efforts could be made, crime prevention poses a formidable challenge to society, partly because of the complexity and range of the reasons towards offence. Community based crime prevention activities are mainly used to minimise the frequency of crime in communities and encourage community involvement in preventing crime (English, Cummings & Stratton, 2001:139).



2.3 POLICE FUNDING AND EXPENDITURE IN THE UNITED STATES OF AMERICA

The prevalence of about eighteen thousand law enforcement bodies with varying sizes, estimation of the overall expenditure upon policing services in the USA is methodologically challenging (John & Jihong, 2003:12; Reaves & Hickman, 2002:91-92). Expenditure of Federal government on justice trebled in real terms in the period 1981- 2001 to meet \$25.3 billion. The estimated department of justice budget on state and local law enforcement agencies in the year 2006 was \$19.1 billion, which was \$20.2 billion in 2005. This expenditure or budget reduction was expected to have a small impact upon crime. However, rises in spending among federal agencies was expected, constituting a rise in the budget for the Federal Bureau of Investigation and the Drug Enforcement Administration (Hickman, 2005:29).

During the Fiscal Year 2012, proposed budget amounted to \$28.2 billion for the Department of Justice explores \$2.0 billion in savings and efficiencies while allocating resources to improve national security levels, to preserve the traditional missions of the department, to maintain detention and prisons, and support the state, tribal, and local law enforcement partners. The budget demand represents a 1.7 per cent addition to budget authority and a rise of 2,905 posts over that of the annualised the Fiscal Year 2011 (Department of Justice, 2012:105-108).

The reduction was expected to have a small a powerful effect on illegal activities levels. Similarly, yet, rises in money upon federal agencies was estimated, including the increase for the Federal Bureau of Investigation (Reaves & Hickman, 2002:97). Moreover, for the fiscal year 2009, a sum of \$25.7 billion was supplied to continue with the existing mission of the Department of Justice. For 2010, the Department's budget request amounts to \$26.7 billion in flexible funding and 111,464 authorised posts. The request constitutes a 3.8 per cent rise in budget authority and a rise of 3,977 posts over the 2009 Fiscal Year. Of the Fiscal Year 2010 demanded amount, total enhancements amounted over \$1.9 billion for funding National Security issues (\$721.5 million), for Traditional Missions (\$313.5 million), Detention/Prisons (\$410.3 million) and various Grants (\$496.8 million). Moreover, total police service expenditure in 2010 is \$124.2 billion and in 2013\$ 134.4 billion (Department of Justice, 2012:105-108).

A survey, conducted by the Law Enforcement Administrative and Management Statistics on the local and state law enforcement agencies in the USA during 2011-2012 explored that there was a rising annual operating expenditure per officer (Reaves & Hickman, 2002:64). Unit cost per police officer, with the budget allocated for equipment, was about \$100,000 in the year 2000 (Hickman, 2005:90). A meaningful proportion of the rise in police costs is associated with an increasing application of technology, communication tools, computers, vehicles, and different digital equipment. A recently reviewed work on the use of information technologies among law enforcement agencies underlined the role and functions of the Federal government in funding such technological innovations according to Byrne and Marx (2011:18), Community Oriented Policing Services (COPS) activities and programs gave 1.3 billion grants which was helpful for more than 4,500 law organisations to get as well as making all technology practical to improve the efficiency level of police operations (Byrne & Marx, 2011:18).

2.4 POLICE OPERATIONS IN THE UNITED STATES OF AMERICA

Generally speaking, to remove delinquent and criminal behaviour is an essential step towards cost-effective crime prevention programs. Although there are many forms of prevention, early risk-focused prevention schemes which target the various wings of societies focusing on criminal conduct produces sustainable public safety benefits. Within the past three decades, studies recognised the criminal behaviour, which have been categorised as risk factors, and these factors do exist within various parts of communities (Roger, 2008:12).

2.5 POLICE FUNDING AND EXPENDITURE IN THE UNITED KINGDOM

Neighbourhood policing, as well as the Peelian Principles, are the basics of the British policing system. It is the situation of policing by which many people provide ideas to raise confidence in the distinguishability of staffs and officers. Public confidences reinforce police legality and have possible advantages. These include benefits such as gaining intelligence about crimes, criminal activity within societies, advantages for participating in the neighbourhood groups and increasing recruitment of those who want to join the Special Constabulary (Association of Chief Officers, 2013:14).

Coming to the organisation issues of the police service in the UK, according to existing literature, the pioneer police force in England might have been the Bow Street Runners which was established voluntarily, who walk the streets in 1748. However, it was in 1829 when the Metropolitan Police Act passed, implying that the initial development of what we understand as 'paid police'. Generally, over the past 180 years, the British Police Service has advanced as one of the best police services in the world (Association of Chief Officers, 2013:26).

The policing structure within the UK is complex. As described by the Association of Chief Officers (2013:17), there are forty-four geographic teams in England, Northern Ireland and Wales. A Chief Constable has a position of leading and controlling of the forces. Normally, each Chief is accountable to the law and the Home Secretary for national effectiveness and efficiency. As of 2012, forty-one of these forces elected police and crime commissioners who are responsible for discharging specific and local democratic oversight. There are two exceptions throughout the structure, i.e., the Police Service of Northern Ireland, and the city of London Police. In the context of the city of London, the office of the mayor is the one that assumes the role of the Chief for the purpose of policing and crime (Association of Chief Officers, 2013:17).

The expenditure of a central government is recognised and further funding from three sources such as police grants, council tax, and business rates (Association of Chief Officers, 2013:17). The central government has bigger influence and control over the nation's police, especially compared to that of the USA. In the case of the UK, government's spending on police service increased exponentially between 2000 to 2005/2006 when it stood at £12 billion (\$21 billion at a 1.75 exchange rate) (Home Office, 2004:11), while £11.84 billion and £11.60 billion for the years 2011/12 and 2012/13 respectively (Department for Communities and Local Government, 2012:34)

Proceeding to the U.K. government's share of police funding, a share is held on to fund technological and scientific plans. This resulted in a budget increment of £35 million (2001-2002) to £164 million (2002-2003), according to the Home Office (2005:33). The fund from the government goes to a number of agencies, for instance, the Forensic Science Service and the Police Scientific Development Branch. However, the budget, which is allocated for the budget, varies depending on priorities of importance.

For instance, the launching of Airwave - a radio message exchange system – was assisted by £500 million from central funding, and £34 million was supplied in 1999 to expand the countrywide DNA database (Association of Chief Officers, 2013:17).

For police forces throughout Wales and England, they are beneficiaries of the local police's grant, business rates and income support grant. For instance, police forces received about £7.9 billion in the formula, which was granted for 2013/14. The formula grant for each of the forty-three police forces in Wales and England would reduce by 1.6 per cent in the year 2013/14, following a squeeze of 5.1 per cent (2011/12) and 6.7 per cent (2012/13). Overall central government police funding, with the inclusion of specific grants, was reduced by 20 per cent in real terms for the period 2010/2011-2014/2015. According to the report from the HMIC, police forces were required to find £2.4 billion of savings to manage the reduction in funding and the increasing costs of fuel, pay, utilities and inflation. According to the suggestion from HMIC, police forces should have plans in place to save £2.1 billion of this, with a shortfall of £302 million. The level of police expenditure financed through council tax increased twice in real terms beginning from 2002/2003. Council tax accounted for 25 per cent of the police force finance in 2012/2013, in comparison to 12 per cent in 2001/2002 guess (Centre for Crime and Justice Studies, 2010:27).

It is challenging to compute local police force expenditure as local precedence is used as the basis for costs. The whole expenditure of government made on science and technology was estimated to have decreased from £900 million (2001-2002) to £748 million (2002-2003) (Her Majesty's Chief Inspector of Constabulary, 2000:19). For example, in 2008/2009 the gross expenditure (which constituted revenue and capital expenditure) for police authorities in England and Wales was £14.5 billion. This shows a percentage increment of 88 per cent over the period 1999-2009 (Centre for Crime and Justice Studies, 2010:27).

According to Greasley (2000:165) in the UK, the costliest criminal investigations were stated as sex crimes (£97.4 per arrest), burglary (£82.3 per arrest), and drug offences (£80.9 per arrest). The study summarised that theft offences constituted an uneven share of the overall police arrest costs and therefore caused a correspondingly non-balanced degree of work for police officers. Another revealing study in the UK directly investigated the association between the cost of police service and time using an Activity Based Costing approach or model. The data was composed of 50 days with twelve different categories of crimes. While the mean cost output

was £56,837, the two highest cost crimes were theft (costing £18,600) and burglary (costing £7,172) (ICURS, 2005:59). According to the Centre for Crime and Justice Studies (2010:29), expenditure incurred for Police nearly doubled throughout the preceding decades, from £7.72 billion (1998/1999) to £14.55 billion (2008/2009), an increase by 88.5 per cent as mentioned above. It implies that in real terms the expenditure is an increase of about 50 per cent, with the additional £4.72 billion that was spent on the police in 2008/2009 compared with that spent in the fiscal year 1998/1999.

Revenue expenditure, which constituted the cost of operating the police force, authorities, staffing, rents and consumables) took the bulk share of spending to the police (with an annual average of 96 per cent). Police capital expenditure spending on fixed assets constituted what's left. The proportion of expenditure in the two categories above remains relatively constant at about a 96 per cent split between capital and revenue expenditure (Centre for Crime and Justice Studies, 2010:29).

With adjustment made for inflation, the expenditure for research and development (R and D) increased by 2 per cent compared with the base year, i.e., 2010. The biggest increment in the UK's R and D expenditure was in that of the business sector. It implies that business R and D was increased by 8 per cent, which is about £17.4 billion as compared with 2010. Higher education R and D expenditure were increased by 2 per cent (£7.1 billion). The sum of R and D expenditure throughout the UK in 2011 constituted 1.79 per cent of the national GDP, which is a small increase from 1.77 per cent in 2010. More broadly, international comparisons indicate that the R and D expenditure in the UK in 2011 was comparably lower than the European Union's average of 2.03 per cent of GDP (ICURS, 2005:62).

2.5.1 Revenue and expenditure

The revenue matches with the collection of money governments are doing to run their programs from the public. The concept of expenditure is related to the money governments allot to different sectors to run their programs for the social wellness and development. The police institutes, as one of the law enforcement agencies, are financed by the government to run offices and implement plans developed to avoid or bring a drastic change in the prevalence of crime.

a) General tendency of the income and expense

Beginning from 1998-1999, the amount associated with the police revenue expenditure has improved by over 80 per cent, from £7.45 billion (1998-1999) to £13.71 billion (2008/2009). In real terms, the figure equates to a further £4.23 billion, which was spent on policing during the fiscal year 2008/2009 when compared to the 1998-1999: in real-terms shows a rise of 44.5 per cent (Mills, Silvestri & Grimshaw, 2010:7).

b) Income sources to meet the required revenue expenditure (RE)

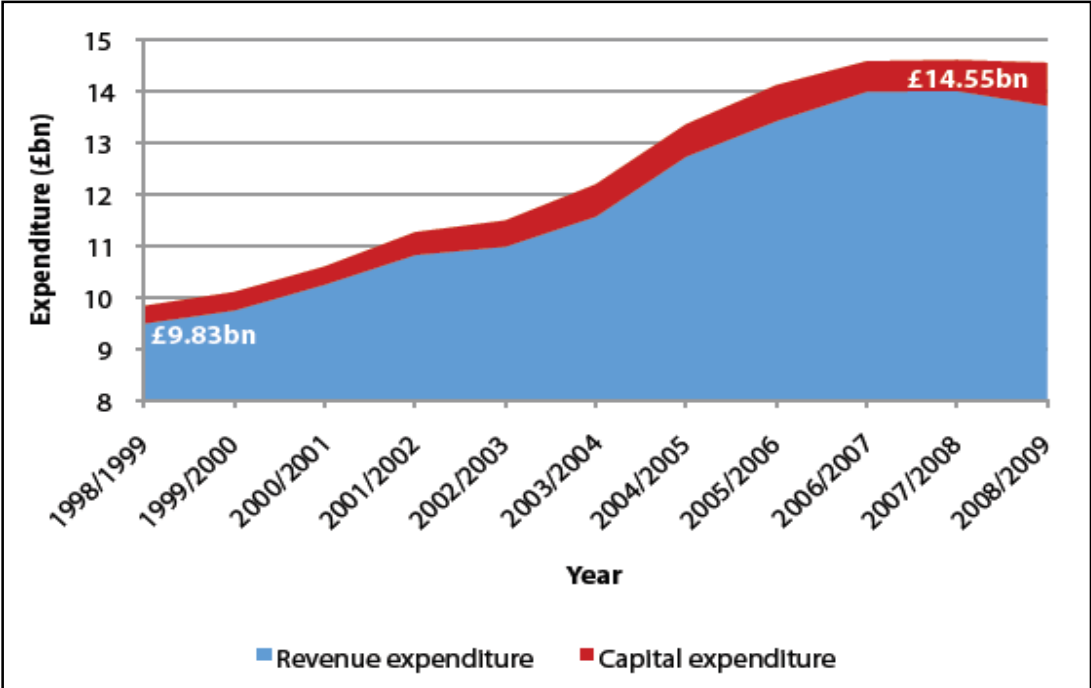
Over the decades, in the UK, there are seven major sources of income, which help to meet the revenue and expenditure. The Police Revenue Grant of the Home Office, which is also called the police grant, is the biggest foundation of earnings for revenue and expenditure. The council tax and national non-domestic rates each met the additional 22 per cent of the revenue expenditure in the year 2008/2009. About 8 per cent of the revenue expenditure in 2008-2009 was achieved by sources which were not applied in 1998-1999 (such as exact funding, for instance, the Crime Prevention Fund, that was initiated during 2000-2001, and the police authority set-asides that police authorities have utilised to fulfil their expenses beginning from 2004-2005) (Mills et al., 2010:10).

The Police Grant, compared to other sources, is the biggest source of income for police revenue expenditure. For the 1998/1999, the grant-funded almost half of the police revenue expenditure. The share of police revenue expenditure that was achieved by the Police Grant rose to a level of 56 per cent for 2001-2002, declined to its minimum level, meeting about 31.4 per cent of the police revenue during 2006/2007. The reduction in the share of incomes and expenses that was fulfilled by the Police award was because of the decline in the fund granted to Police during 2003-2004 by 15.2 per cent as evaluated with a preceding year and to the general police revenue increment with an average of 6.3 per cent in the period 2003-2007. Whereas the Grant of Police remains as the biggest police income, the share of revenue and expenditure it fulfils was reduced by about 10 per cent over the stated period (a decline of 49.1-6.4 per cent) (Mills et al., 2010:11).

As shown in Figure 1.2 and 1.3 (below), it is local sources of funding that have shouldered the problem of the increment to police income and expenses in the next half of this period. In the past decade, on the whole, police revenue and expenditure has increased by an average of 3.8

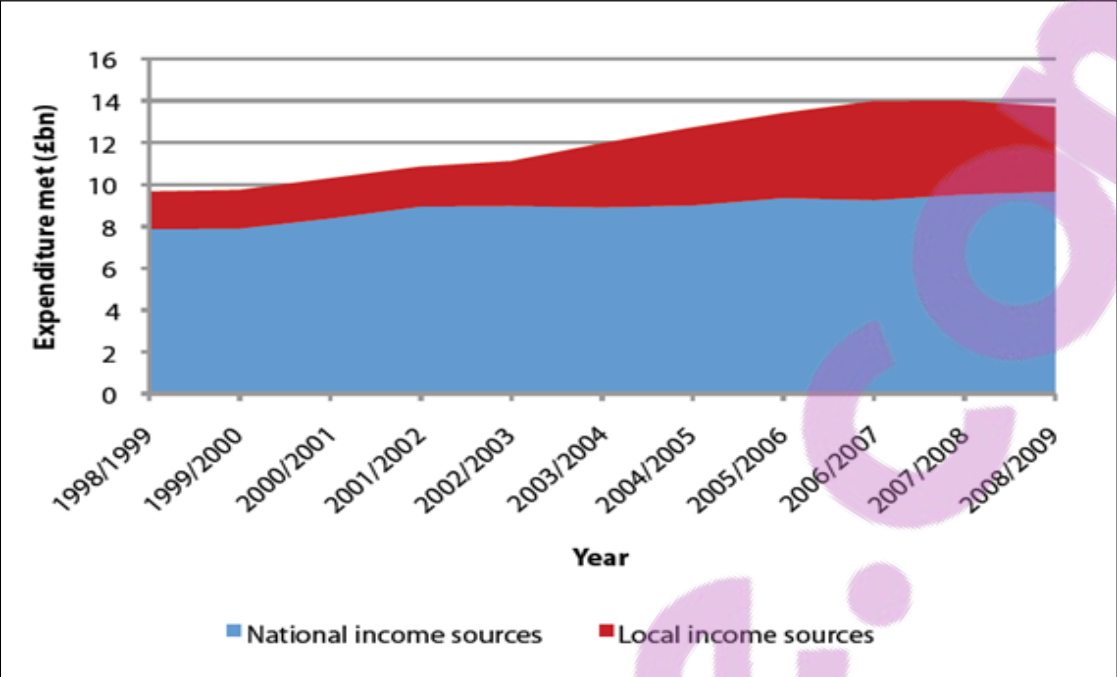
per cent per year in real terms. Relatively, non-ring-fenced central government grant has risen at a far modest average rate of 0.9 per cent per year in real terms. When ring-fenced specific funds are added in this figure, the national use of police income has increased by an average of 2.1 per cent per year in real terms (4.6 %). Home sources of grants have increased by an average of 10.6 per cent per year, with an average yearly increase of 24.6 per cent between 2003 and 2007. Between 2007 and 2008, it was the first year in which local funding reduced, with a decrease of 5.5 per cent, and there was an additional 9.4 per cent decrease in the following year (Mills et al., 2010:14).

Figure 1.2 The sum of police authority expenditure (1998/1999-2008/2009)



(Mills et al., 2010:18)

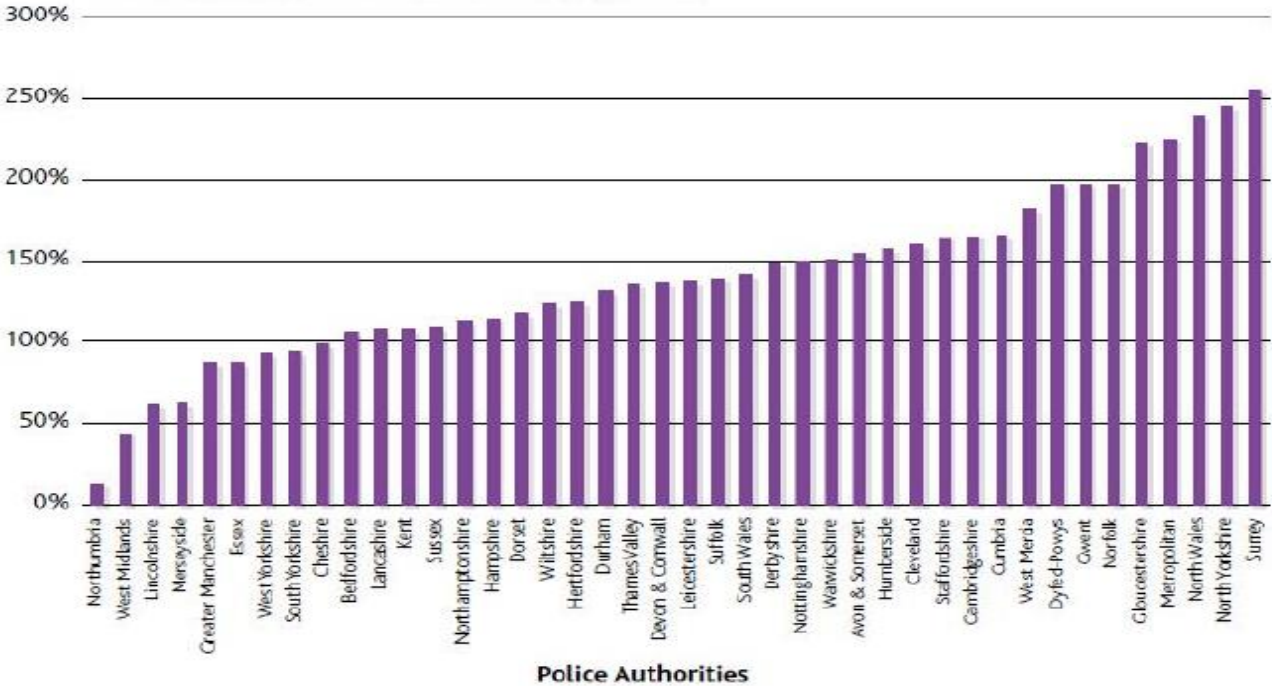
Figure 1.3 Revenue expenditure which was met by national and local income sources (1998/1999-2008/2009)



(Mills et al., 2010:18)

The Home Affairs Committee (HAC) reviews of police’s funding explored that locally fixed decisions couldn't adequately enlighten the discrepancy in the police's principle raised by police organs as to the degree of service offered by the police (HAC, 2007:27). Figure 1.4 portrays that, except the Metropolitan Police, police forces have faced the lowest police guideline rises in the decade up to 2007-2008. These shows to maintain the theory that the Police funding guideline disfavours countryside police authorities and it is the justification that countryside police agencies have looked for to fulfil their expenses by council tax raises. Therefore, if this is the reason, any of the non-metropolitan police agencies that had not significantly raise their principle in 2003-2004 would not have been able to fulfil the grant created by police organisations (Mills et al., 2010:17).

Figure 1.4 The percentage that has been increased in council tax precept, 1997/1998-2007/2008 (using 2007/2008 prices)



(Mills et al., 2010:18)

The share of police revenue, which was achieved by local sources of financial support, has almost doubled, reaching 17 per cent of revenue and expenditure (1998/1999) against 30 per cent (2008/2009). The largest supplier to the increment of local police grant is the dramatic rise in the application of council tax (also called the police guideline) during 2003-2004. During this current year, the exact revenue and expenditure that was satisfied by council tax witnessed an increment from £1.27 billion to £2.06 billion, an addition of 58 per cent in actual terms as judge against the preceding year. For the period from 2003-2004, a fifth of the yearly police revenue and expenditure was achieved by council tax (Mills et al., 2010:16).

The beginning of explicit grants was not a universally well-liked approach, especially the limitation aspects of grant for police agencies as they entailed. The stated specific funding was also indicted for distorting police force program actions to national programs and initiatives that may be locally inappropriate. For instance, it has been considered that the crime-fighting fund had motivated police authorities to raise the number of police officers rather than matching force sizes to the local needs (Centre for crime and Justices studies, 2010:85). The motivation formed by ring-fenced finances was approved by the Home Office as well as the expenses limits for a number of precise funds, for instance, the crime fighting fund was reported to have been

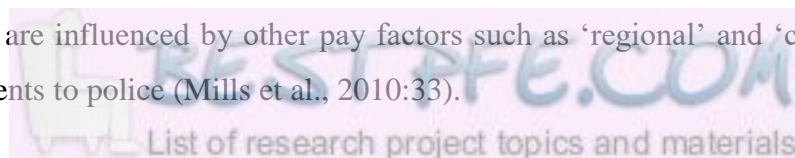
relaxed in letting police authorities' larger elasticity in deploying the planned assets (Home Office, 2004:117).

Compared to revenue expenditure, capital expenditure received comparably little political argument or media attention. On the other hand, unlike that of the revenue and expenditure, capital expenses were issue to a regular steady trend in increment across this period; but, it had fluctuated, with an increase in spurts (2001 -2004, and the year 2008-2009), while the rest of the years during this period showing a comparably decreasing trend in real terms as judged against the preceding years. When we compare the actual average yearly increment of 4.7 per cent within central administration police funding (for the period 1999/2000-2007/2008), the interim central government expenditure on police revenue in the coming period is meaningfully lower than the preceding decades, according to Centre for Crime and Justices Studies (2010:86).

Given the conditions of a modest nationwide revenue settlement, a next component of the trend of the rising or static police expenditure is improbable, the probable reductions in fundamental capital deployment decisions, as well as the cap set for council tax rises. The growth in police expenditure in the coming years was expected to be practical if police agencies drew significantly upon their reserves, improved their income generation capacity, and neither of the stated plans seems desirable. Since police agencies or authorities indicated to draw their reserves to meet expenditure for many of the years, the normality of police authorities' reserves came under question. Even though utilisation of reserves was an option for a few specific police authorities, it is not a sustainable long-run plan in funding police activity. For generating revenue, to deal with the shortage in the nationwide resources seems improbable provided that revenue generated contributed for only 8 per cent of the revenue and expenditure and there was no sound change recommended in the upcoming occasions for the generation of revenue to running police service (Home Office, 2004:123).

2.5.2 Employee expenses, salaries and overtime

While salaries took the biggest share of the employee expenses budget, it is highly dominated by the payments made to the police officer. Normally, police pay passes through negotiations between the police member or staff associations and is revised annually, with specific police pay scales and salaries for police officers in each year. Even though police pay is decided nationwide, salaries are influenced by other pay factors such as 'regional' and 'competence' allowances or payments to police (Mills et al., 2010:33).



With the dramatic increment in the size of the workforce across decades, so has to after a while: this would imply counter-intuitive since additional police staff might be pushed towards minimising the interest for eventually. Nevertheless, the Home Office recognised its essential conditions especially in the case of replying to those unpredicted events. Furthermore, there is a wider discrepancy among the forces concerning the amount of their overtime bill, 3-7 per cent (Police Profession, 2010:1). Freedom to request information indicates that in 2006/2007 the mean overtime per officer ranged from £209 (Northampton shire) to £4,483 (in Met) (Home Office, 2009:23).

2.5.3 Capital expenditure

The tendency in total capital expenditure indicated that the planned expenditure was closer to £266 million for the period 1998/1999 and closer to £285.5 million for the period 1999/2000. From 2000/2001 onwards, while accounts begin showing a total actual expenditure of £281.2 million, expenditure increased steadily, compared to 2006/2007 when it showed a decline in relation to the preceding year. Much of the decline during 2006/2007 was because of the decrease in building and land-related expenses (with a deduction of £81 million). As of 2007/2008, there is an increment in capital expenditure which increased to £584 million. A special steep increment, which occurred during 2008/2009, when it reached out just below £830 million, it constitutes an annual increment of 42.2 per cent. The highest increase during 2008/2009 was the expenditure made on buildings and land, which was over by about £173 million during the preceding year. The next mainly noticeable increase was under the ‘other’ capital expenses section, which improved from £61 million (2007/2008) to £104 million (2008/2009). ‘Other’ expenditure consists of the capital expenditure for accommodation programs such as those of shared ownership and the rest of other important worker housing assistance, ‘property under construction’ as well as ‘intangible assets’. Finally, expenses under ‘air support’ was the merely one to show a decrement in 2008/2009 as compared to the preceding year.

2.5.4 Expenses

That expenses of employees’ have been rising (from £7.8billion to 11 billion in the period 1998/1999-2008/2009 in actual terms) and might not be surprising, given the increase in police

service strength throughout the stated period. Among the recorded data under the sub-sections of employees' expenses constitute officers of police and salaries of 'other staff' salaries, employee expenses and pensions (for instance, severance, training, relocation and redundancy costs, and interview and advertising expenses) (Mills et al., 2010:33).

Within the decade, 1998/1999-2008/2009, there has been a substantial increment of police service expenditure. Even though, much of the spending was made on staffing. According to APA and ACPO, a 'many new demands' attracted a share, i.e., some of the investment added, constituting "... above 50 (fifty) piece of additional rule and regulation, assisting infrastructure for the policing programs in the neighbourhood, the Victims' Code, the Quality of Service Commitment, biological, chemical, as well as nuclear equipment and training" (HAC, 2007:37). The Airwave radio system contract per se, which is regarded as part of the 'efficiency development initiative through technology' (HAC, 2007:37), was computed to cost £2.3 billion over the 22 years' period of the project (NPIA, 2009:1).

A ministerial note on 'value for money' as follows (Police Profession, 2010:1): The public service is shared by police to increase the value of money in the current economic situation. In addition, polices have authorities to set ambitious to target the effectiveness and output to be achieved and to make the officers accountable for delivery and to decide how to recycle the reimbursement of increased efficiency and productively locally. Senior policing leaders also have a responsibility to drive the organisational change that required making an important improvement in value for money, which must be controlled by the strategic vision for improving policing.

2.6 POLICING IN THE UNITED KINGDOM

In the UK, the prevention of disorder and crime are both the' foundation of the mission to the police service's whose trend over the 50 years' period indicated that the demands to fulfil this mission have grown-up. Until the year 2012, the police gave responses to about 4.2 million crimes annually, 'to crimes ranging from antisocial behaviour and low-level disorder on the other end of the activities related to serious organised crime, homicides, and sexual violence at the other (Association of Chief Officers, 2013:68).

The current methodology for resolving terrorism is outlined in the UK's government of Counter Terrorism strategy, called Contest. The strategy aims to mimic the risk to the UK and protect its overseas concerns from terrorism, and hence people can go about their lives easier and with confidence (Association of Chief Officers, 2013:9). The Contest Strategy is organised around four functionalities, each comprising a number of key objectives:

- Preventing people from becoming terrorists and/or supporting the act of terrorism;
- Strengthen the fight and protection against attacks from terrorist groups;
- Pursue to end terror, and
- Having adequate preparation to mitigate the effects of terrorist attacks.

2.7 A SYNTHESIS OF POLICE EXPENDITURE IN THE UNITED STATES OF AMERICA AND THE UNITED KINGDOM

Policing expenditure reflects supply and demand cost of running a policing enterprise. Supply of police services adapts to changes in labour markets as well as technological and other changes. Most industrialised countries like the USA and the UK have seen an increase in police salaries and numbers as well as an increase in expenditure on technology (Farrell & Clark, 2004:9).

Farrell and Clark (2004:16) made an estimation of the global costs of public expenditure on criminal justice. The global estimation is based on data extrapolation provided by the governments of seventy nations. At the national level, there is a strong relationship between the level of availability of public money and expenditure upon public policing, courts, prosecution and prisons. The authors also explored the relationship using six regression models, and criminal justice expenditure in other countries. The result indicated that global criminal justice "... expenditure in 1997 is estimated at \$360 billion, of which 62 per cent was spent on policing, 3 per cent on prosecutions, 18 per cent on courts, and 17 per cent on prisons."

The United States and the UK often have the administrative ability and public accountability that produces public estimates of the costs of police services, which is not true for most the countries in the world. According to Farrell and Clarke (2004:67), the most recent estimates of the global cost of police services were based on a global survey by the United Nations and related to 1997 and revealed that police expenditure tends to reflect the overall strength of a country's economy. Based on a survey of seventy countries, that relationship was used to

predict spending for countries where the expenditure data were unavailable. It was estimated that the world spent \$223 billion in 1997 or the equivalent of \$268 billion in 2005 prices (adjusted for inflation using the Bureau of Labour Statistics inflation calculator).

While the costs for public police services per person in the UK and the USA were estimated similarly around \$215 per year, magnificent variations were explored globally. Among the rest, Switzerland had the biggest estimated per capita expenditure on police services, which is \$277. It is true also that costs were notably lower than expected for a simple GDP-expenditure relationship in some industrialised countries such as Japan and Belgium. For many of the less affluent countries of the world, per capita expenditure on policing was less than \$50, although that would go further if labour and other costs were lower. While such issues require further research and exploration, it is clear that while the economy is an important determinant, other factors such as technology also play a role in determining expenditure on police services (Farrell & Clarke, 2004:68).

A recent survey by Bradford, Brown and Schuster (2012:1) on the state of the police service in England and Wales indicated that there was a strong consensus among respondent community members about the crime fighting, crime prevention *as well as* reassurance purposes of the police. The same study indicated that:

- A significant section of communities believe that the police treat the public with respect, which accords with IPCC confidence survey data indicating 75 per cent of the public are happy with police-public contacts;
- More than 70 per cent of respondent communities felt that polices, in general, are doing a good job.
- More than half of the respondent community members deemed public opinion toward the police has changed for the worse over the previous ten years, especially young ones, motorists and those from the working class, and
- There is widespread agreement among community members stating that police relationships with different population groups have depreciated in recent years.

2.8 POLICING IN CANADA

Canada is one of the safest countries globally, and most Canadians enjoy a safe life and safe neighbourhoods. For instance, if one sees the trend, homicide rates, those most violent types of

crime categories, were on the rise in the period 1961-1975, reached at its peak in 1975 when the rate for homicide was 3.03 per 100,000 citizens for Canadians. From then onwards, homicide rates indicated variation yet have been decreasing in general. Later, in 2006, the rate for homicide was 1.9 per a hundred thousand citizens (Canadians), which was much lower than half from that of the United States where the homicide rate was 5.69 per 100,000 (Fournier-Ruggles, 2011:23). Data depicted in the Police-Reported Crime Severity Index (PRCSI), as of 2007, crime in Canada was of a less serious threat when compared to that reported ten years earlier. Crime severity in this context is expressed as an index for which 2006 was the base year at 100). Further evidence indicated that in 2007, the index for overall crime in the country was 94.6, showing a downward trend when compared to 119.1 in 1998. This implies that crime severity in Canada fell by about 20 per cent during that decade, largely driven by a drop of forty per cent in break-ins (Statistics Canada, 2009:2). The PRCSI differs from the national police-reported crime rate (which measures volume) in that it assigns a weight derived from actual sentences handed down by courts (i.e., the less serious the crime, the lower the severity weight; the more serious the crime, the higher the weight). Even when using the police-reported crime rate to measure the volume of crime, however, there was a drop between 1998 and 2007, although to a lesser degree than that cited in the PRCSI. The amount of police-reported crime fell by fifteen per cent compared to the twenty-one per cent decline reported in the severity of the crime (Statistics Canada, 2009:2). When viewing crimes separately, among the violent crimes, robberies (including attempted robberies) were most likely to be reported to police (43%), followed by physical assaults (34%) (Statistics Canada, 2010:1).

Concerning the costs of preventing crime in Canada, the three major pillars, each of which with its own required public spending to the federal tackling crime agenda is increasing police presence, strengthening sentencing laws, and preventing of youth drug and gang involvement. In the country, with the enactment in May 2008 of the Omnibus Law-and-Order legislation, the Tackling Violent Crime Act, which was meant to strengthen the Criminal Code, two stages were implemented. In effect immediately in the first stage were tougher mandatory prison sentences for serious gun crimes, bail reverse-onus provisions, so that those accused of serious gun crimes must show why they should not be kept in jail while awaiting trial and better protection for young persons from adult sexual predators (Fournier-Ruggles, 2011:24).

Policing expenditure reflects supply and demand cost of running a policing enterprise. Demand for society changes as crime patterns changes with socioeconomic, technological, and political developments. Supply of police services adapts to changes in labour markets as well as

technological and other changes. Most industrialised countries like UK, USA, and Canada have seen an increase in police salaries and numbers as well as an increase in expenditure on technology (Farrell & Clark, 2004:22). These authors have estimated the global costs of public expenditure on criminal justice (Farrell & Clark, 2004:22). The global estimation is based on data extrapolation provided by the governments of seventy nations. At the national level, there is a strong relationship between the level of availability of public money and expenditure upon public policing, courts, prosecution and prisons. The authors also explored the relationship using six regression models, and criminal justice expenditure in other countries. The result indicated that global criminal justice expenditure in 1997 is estimated at \$360 billion, of which 62 per cent was spent on policing, 3 per cent on prosecutions, 18 per cent on courts, and 17 per cent on prisons.

The costs of police services are met from different sources in different countries. Costs of policing have increased significantly in recent years in industrial countries such as the United States and the UK, reflecting both increased expenditure on technology and demands for more police officers. Globally, however, the costs of police services vary enormously. A key determinant of overall public policing expenditure appears to be the strength of a country's economy, which drives tax revenues on which public service expenditures are based. Over time, existing technologies will become cheaper and more readily available, while new technologies will require additional expenditure (Statistics Canada, 2012:43).

In 2012, there were 69,539 police officers in Canada, 115 more officers than in 2011. Expressed as a rate, police strength declined slightly (-1.0 per cent) from the previous year to 199 officers per 100,000 of the population. Despite small declines in recent years, police strength in Canada has generally been increasing over the past decade, up 7 per cent since 2002. Over the same period, both the volume and severity of police-reported crime have continued to decline. Manitoba replaced Saskatchewan in 2012 as the province with the most officers per 100,000 populations (214 and 213 officers per 100,000 of the population, respectively). Prince Edward Island (169) and Alberta (175) reported the fewest officers per 100,000 of the population. The highest rates of police strength in 2012 were reported in the census metropolitan areas of Winnipeg, Thunder Bay, Regina and Saint John. The lowest was reported in Moncton and Kelowna. The majority of police officers (65 %) who left their police service in 2011 did so to take their retirement. About 1,300 police officers retired in 2011, accounting for 2 per cent of all officers. That year, one in ten officers in Canada was eligible to retire. Of the new police

officers hired by police services in 2011, about four in five were new recruits, with the remainder hired from another police service. The trend towards more women in policing continued in 2012. For the second year in a row, the number of female officers increased, while the number of male officers declined. Females now account for 20 per cent of all police officers, compared to 15 per cent in 2002. Expenditures on policing totalled \$12.9 billion in 2011. Controlling for inflation, this marks a decrease of 0.7 per cent from the previous year, the first decline in spending since 1996 (Statistics Canada, 2012:54).

2.9 POLICING IN UGANDA

The institutional framework of the Ugandan Police Force is categorised into the following sections: (1) Four directorates, which constitute operational, administration, criminal investigation department and special branch, and (2) Special units, which constitute Criminal Investigation Department, Fire, Railways, Estates, Mines, Dog, Airing, Avipoland Quarter Master.

Table 1.6 Uganda Police Force (UPF) budget structure

Program	Cost Centre
1. Inspection General of Police	1. Employee Costs
2. Administrative Service	2. Administrative Costs
3. Operation Service	3. Supplies and Services
4. Criminal Investigation Service	4. Transport and Plant Costs
5. Special Branch Services	5. Property costs
6. Mobile Police Unit	6. Payments transferred to other agencies
7. Local Defence Units	7. Other expenditure
8. Anti-Stock Theft Unit	8. Loan charges

(Enyimu, 2006:17)

With respect to the budgeting framework, however, the directorate and the respective units are divided into eight programs as portrayed in Table 1.6 above. Each program has a specific cost centre. As it is indicated in Table 1.7 below, the Government of Uganda has a total of ten sectors that requires the allocation of budget and these are: (1) agriculture, (2) security, (3) roads and works, (4) education, (5) health, (6) water and sanitation, (7) justice, law and order, (8)

economic functions, and other social services, (9) accountability, (10) Public administration. There are sub-sectors under each of the stated sectors with varied mandates and autonomy. In terms of budget, for the period 1999/2000 to 2003/2004, the total government budget became doubled in size indicating a rise in total government spending from 1,236.7 billion Ugandan Shillings in the year 1999/2000 to 2,331.6 billion Ugandan Shillings for the year 2003/2004, indicating an overall national budget increase of increase of 87 per cent throughout a five-year period (Enyimu, 2006:7).

Table 1.7 Sartorial based budget of the government of Uganda (in billions of Ugandan Shillings: where USD \$1= 1805 Ugandan Shilling, in 2002)

Sector	Financial year				
	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004
Security	191.0	208.4	238	296.9	331.10
Roads and works	100.7	127.80	157	155.0	168.90
Agriculture	18.1	21.8	42	49.1	48.6
Education	325.1	373.0	456	491.80	529.90
Health	79.90	110.10	163	189.90	529.90
Water	18.4	36.4	49	55.2	61.90
Justice, Law and Order	90.5	97.7	127	145.7	160.7
Accountability	10.1	16.3	21	26.1	79.7
Economic Functions and Social Services	56.9	75	122	151.90	129.20
Public Administration	251.1	301.6	366	367.2	355.0
Interest Payments Due	94	127.6	153	180.8	227.8
<i>Total</i>	1,236.7	1,495.7	1,895	2,109.5	2,311.6

(Enyimu, 2006:20)

The budget for the country's Law, Justice, and Order Sectors, in which funding of the Ugandan Police Fund (UPF) decreases, registered the 5th lowest budget increase over the stated period with its increase in the nominal budget of 90.5 billion Ugandan Shilling in 1999/2000 to 160.7 billion Ugandan Shilling in 2003/2004. On the other side, the Uganda's Security Sector, which is a combination of the Uganda Peoples' Defence Forces (UPDF) and the Chieftaincy of Military Intelligence (CMI), accounted an increase of 73.4 per cent in the stated period with a nominal budget increase of 191.0 billion Ugandan Shilling in 1999/2000 to 331.1 billion Ugandan Shilling in 2003/2004.

Table 1.8 Uganda Police Force (UPF) program budget share (nearest percentage) (1999/2000-2003/2004)

Program (Division)	1999/2000	2000/2001	2001/2002	2002/2003	2003/2004
Inspector General of Police	48	18	7	6	8
Administrative Service	6	4	7	7	10
Operation Service	14	42	41	42	32
Criminal Investigation Service	5	9	11	11	12
Special Branch service	3	5	6	6	5.
Mobile Police Patrol Unit	4	4	9	9	8
Local Defence Units (LDUs)	19	17.	17.	17	18.
Anti-Stock Theft Unit	1	1	2	2	7
Sub Totals	100.00	100.00	100.00	100.00	100.00

(Enyimu, 2006:20)

As it can be indicated by Table 1.8, the budget for the Inspector General has been dwindling from the year 1999/2000 with a 48.02 per cent share to 7.63 per cent in the year 2003/2004 while the share of operation service budget was being increased. Police Departments such as Administrative Services department and Special Branch service departments had insignificant budget change throughout the five-year period (Enyimu, 2006:20).

2.10 SUMMARY

Reviewed literature indicated that police service expenditure has increased over the past few decades: although it is not conclusive that this has had a downward trend in the crime rate. To make such an assertion would require further investigation. Furthermore, the complexity level of crime deserves a high level of investment. Besides, the introduction of new technology demands additional expenditure. All of the countries depicted showed similar trends in relation to police expenditure, not necessarily in the same divisions, but with regard to the fluctuation of the budgetary allocations. It is interesting to note the number of funds the UK have begun investing in anti-terrorism strategies. Such amendments show that policing strategies, along with budgetary allocations is dependent on the crime threat prevalent at the time. The next two chapters will deal with what the police expenditure looks like at the national level (Ethiopia) and the regional level (Tigray) and discuss the relationship this had with the crime rate. These chapters will begin to explore whether there is a direct relationship between the expenditure deployed to prevent crime with the ability to protect.

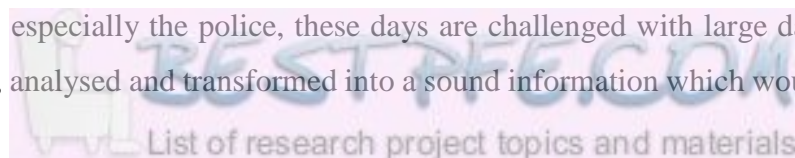
CHAPTER THREE: POLICE FUNDING AND EXPENDITURE IN ETHIOPIA

3.1 INTRODUCTION

In the Federal Democratic Republic of Ethiopia, the police organisation was formed and institutionalised in 1942 under the sixth proclamation as an autonomous institution having the mandate of crime prevention and investigation. By 1966, the police institution was put under the Ministry of Interior during that time. From its establishment, the structure of the police organisation has been extended towards the lower level of administration, which is “*woreda*” (meaning, district) and sometimes a “*kebele*” (meaning, sub-district) (Mesfin, 1999:17). Because of the newly adopted Constitution of 1994, the Government of Ethiopia has been adapting the federal political system and hence both the structure and authority of the police is restructured accordingly. According to Art 50 of the Constitution, regional state governments are vested with the responsibility of establishing all the necessary administrative levels in their respective region. In light of this political sphere regional states established their own police institutions at a level of commission. As a result, the Tigray Police Commission has become responsible for maintaining law and order in its respective region together with other concerned agencies.

Along with the prevention and investigation of crime, police make use of previous crime reports and data as an input for the formulation of crime prevention policies and strategic plans (Wilson, 1963:26; GOE, 2004:196). It is obvious from the outset that relevant data have to be kept and managed properly. For this reason, the Tigray Police Commission mainly discharge collecting criminal records since its establishment and have preserved a number of criminal records including fingerprints, names of criminals, photographs, and general descriptions of criminals.

Science and technology advancements ease the efforts and increase the efficiency of organisations to collect, organise, store, retrieve as well as manipulate huge volumes of data (Corcoran, Wilson & Ware, 2003:628). According to the Tigray Regional State (2000:56), many of the agencies which are in charge of enforcing law at different levels, many of the law enforcement organs, especially the police, these days are challenged with large data sets that should be processed, analysed and transformed into a sound information which would be ready



for decision making. The implication is that it is indispensable for the police to use state of the art information and communication tools to identify, solicit, collect, organise, analyse, store and retrieve voluminous data to extract relevant information for making informed decisions. However, in the case of Ethiopia, including the Tigray Police Commission, until recent years there were no modern tools and techniques employed to facilitate the handling and processing of records (Mesfin, 1999:112). It is only in the last few years that the commission has begun to develop databases for departments that process bulk data. The databases developed so far includes databases, such as a criminal database, a traffic database, and personnel databases.

Criminal records, here gathered are used only by the police in the operation section other than those in the administrative and managerial functions. According to the International City Managers Association (1961:345), the criminal record classes can be divided into three broad categories. These are:

- *Cases or complaint records*: they include data or information about reports, complaints, and feedbacks which come to the police which are directing individual citizens and concerned organs, and activities of the police;
- *Arrest records*: This category constitutes all records about arrested offenders including their control, and disposition. The scope of arrest records includes every step from the person is arrested until he/she is released, and
- *Personal identification records*: this major division of police records consists of records dealing with personal identification of criminals.

3.2 ORGANISATIONAL STRUCTURE OF THE POLICE

Even though bigger and stronger police institutions perform almost six similar tasks, a tremendous disparity exists regarding how the functions and structure of specific organisations are framed (Robbins, 1987:1). The following is a discussion of the organisation structure of the Ethiopia Federal Police.

3.2.1 Definition and overview of police organisational structure

According to the Webster's New World Dictionary (2005:730), structure implies the establishment or formation, arrangement, and institutionalisation of the parts in something,

which was built up, by human beings or nature. The definition implies that the concept structure is broadly classified into two groups, which are nature-based and man-made structures. For instance, the human body is a structure framed by nature, which is a very good example for the first group. The organisational structure, for instance, university administrative structure can be a very good example for the second group of structures. Besides, the police organisational structure can be a very good example in relation to man-made structures. Police organisational structure is usually designed and redesigned differently in different countries for various purposes prominently in terms of maintaining peace and order, preventing crime and investigation of crime incidents.

An organisation refers to a consciously coordinated social composition, consisting of a group of people, who work together on a shared vision and goals; on a relatively continuous basis (Kinicki & Kreitner, 2008:5). Besides this, in earlier conceptualisations, it was referred to as a social entity, which is consciously coordinated, having a comparably traceable boundary, functioning in a relatively incessant basis in order to achieve a set of goals or a common goal germane to the organisational functional/structural members (Robbins, 1987:3). Alternatively, as stated by Bunyard (1978:62), an organisation is defined as a structure, which supports human resource (or people) to work jointly for achieving common goals. Furthermore, Bennett and Hess (2004:2) conceptualised an organisation as an artificial structure formed and framed to orchestrate groups, people and resources to meet a common objective or goal. In the works of Chandan (1997:2003), the organisational structure was defined as the formal arrangement of tasks, their relationships, and reporting systems that help to organise, control, and inspire employees so that they perform jointly for the achievement of organisational objectives. So long as the organisational structure of the police is concerned, according to the scholars from the police management discipline, for instance in the earlier periods, Wilson (1950:19-22) explained that structure of the police organisation can be organised by client, method, time/shift, purpose, level of authority, and geography (place). However, currently, the Ethiopian Federal Police system is composed of a Federal Police Service, nine Regional Police Forces and the Police Forces of the two cities, i.e., Addis Ababa and Dire Dawa, which have a special position (Ministry of Capacity Building, 2005:104).

It is also argued that because of their close affinity to the structure of the military institutions, police have usually embraced the features of typically defined organisations (Fyfe, Greene, Walsh, Wilson & Maclacen, 1997:164). It implies that normally police organisations are

governed by the top-down approach and hence subjected to the complications of complicated arrangements of procedure and policy.

While explaining the objective and missions of the organisational structure for the police services, Butler (1992:10) emphasised the objective of the police organisation is to coordinate, the civilians and the police, to optimise the stated stakeholders' performance in the context of pursuing of the mission of the police organisation and its forces. According to the Federal Police Commission Proclamation 720/2011, the objective of the Ethiopian Federal Police is to:

... maintain peace and security of the public by complying to and enforcement of the Constitution and other laws of the country and preventing crime through the participation of the people (GOE, 2011:1).

Furthermore, the key components or the pillars of a successful police organisational structure can be categorised as follows (Butler 1992:10):

- Clarity of Mission
- Awareness about community expectations
- Resource coordination
- Quality assurance
- Systems and procedures
- Clarity of mandates, authority and responsibilities
- Individual skills and knowledge as matched to the service standards expected

Supervisors, administrators and managers employ organisational structures as a guiding board for action by stating the major organisational concerns as:

- Identification of jobs to be accomplished
- Organising the jobs
- Establishing grades or levels of authority
- Balancing responsibility (Peak, Gaines & Glensor, 2004:19).

Similarly, Bennett and Hess (2004:13) framed out the necessary components of a formal organisation as being:

- Unambiguous or a clear mission statement, objectives, goals, and values;
- A speciality-based division of labour, and
- An objective organisational structuring or authority-hierarchy design with balanced responsibility.

At the same time, the organisation of police institutions may employ combinations of the structure. According to Shiffa (2005:54), for instance, many of the police institutions are structured based on function and geographic area or location. For example, Hong Kong is a very good example of adapting its police structures on the basis of function and geography. To provide further explanation, the police force of Hong Kong Islands is commanded or directed by a commissioner with the assistance from a pair of deputy-commissioners. With regard to the deputy-commissioners, while one deputy commissioner is highly responsible for the coordination and direction of the police force including management services and personnel training, the other supervises and monitors the operations of the police. Besides, the force of the Island is co-ordinated into six regions namely, Hong Kong Island, Kowloon West, New territories north, Kowloon East, Marine, and New territories south (Police Online, 2005:3).

Generally, it is safe to conclude that the decentralised police system and the centralised (established) are the two basic forms of police structure. To take national examples, the countries which are adhered to the established system, are Belgium, France, Japan, Spain, Italy, and countries of the Scandinavian region, while those countries such as the USA, UK, and Russia function in decentralised form (Encyclopaedia Britannica, 1986:938).

3.2.2 The history of the structure of the Ethiopian Federal Police

There are four stages (eras) in the history of the establishment of the Ethiopian federal police structure: The Pre- Imperial Haile Selassie I era (1934-1974), the imperial era, the Dergue, i.e., the Military era (1974-1991), and the current era and each of which have its own structure, working culture and authority structure. Policing in Ethiopia, the era in this sense starts from the Imperial Menelik and extends to Imperial Haile Selassie I and the Dergue era, which came into power after the demise of the emperor. The new government assumed power after the overthrow of the Dergue government is similarly an era unique in its more decentralised police structure (Shiffa, 2005:14). The police structure as found in each of the four stages/periods is presented briefly in the works by the police structure under each of them is presented briefly hereunder Beyene (1972:6), Imperial Government of Ethiopia (1942), and Federal Democratic Republic of Ethiopia (2003:2).

a) *The Early structure of the Police in Ethiopia (2545 BC- 1940)*

The early police organisation and its structure in the context of Ethiopia were known by a centralised and unitary arrangement of government. Hence, the kings or rulers determine the structure of the police organisation. Therefore, the force which looks like the police was for the initial or first time organised in the year 2545 B.C under the leadership of King Sebtahe. This was known as the “¹Hibert”, and in the later times it was named as “²Meri Feresegna Hager Tebaki”. In the time of King Adaim Seged Iyasu, there was a police force which was called “LebaAdin” that was established in the year 1774. The police force was unswervingly answerable to the highest or top-ranked officials of the king who was known as “Legaba” and "Bitwoded" until 1900 (Aiemro, 1964:23), the force was operational. The then ruler of the country, Menelik II who organised a better and a more advanced or civilised police force compared to the earlier one called “³Arada Zebegna”. The Italians dissolved this "Arada Zebegna" in the year 1936, which was substituted by the Polizia Colonial, and it functioned until 1941 (Ethiopia Police College, 1980:40).

b) *The Ethiopian Federal Police structure in the time of Haile Selassie I (1941-1974)*

Following the end of the Italian invasion of Ethiopia and the Emperor’s return back to his country Ethiopia in February 1941, in accordance with the police proclamation numbered. 6/1942, in June 1942, the Imperial Police Force of Ethiopia was re-established. During the time of the Imperial Haile Selassie, the police force of the country was administratively organised and structured as a department under the Ministry of the Interior of Ethiopia (Tesfaye, 1986:427).

The structure of the modern Ethiopian Federal Police force constituted the following:

- Chief of the police force
- Police chief’s special office
- Police force deputy chief
- Chief Secretary for the police force
- Staff Officer for police force (Beyene, 1972:155).

¹ Meaning unity

² Meaning guarder for safe guarder

³ Meaning city guard

During the later period of the 1960s and the early periods of 1970s, there was a larger internally structured police force. The structure constituted four departments with the inclusion of one special department and all of them had a number of sub-units (Tesfaye, 1986:427). The stated policing structure was organised on the basis of function and geography. For instance, departments at the headquarter were functionally organised as a crime prevention head department, crime investigation head department, property and logistics main department, the training and administration main department, and the budget and accounts the main department. Paralleling, the seven major departments were re-organised based on geographical or aerial setups and constituted the Abadina Police College, the Rapid police force, the main department to the Provincial Police, the Addis Ababa Police, the Finance Police, the Railway Police Main departments and the Mines and Energy police (Ethiopia Police, 1972:46).

c) Structure of the Police in the Dergue regime (1974-1991)

Even though a complete change of the political system was witnessed in the Dergue time, the police force was commanded centrally from the capital city Addis Ababa and maintained almost a similar set-up. Structurally, the police force was set accountable to the Internal Affairs Ministry (The former Ministry of Interior) and maintained some power of making decisions. There were four main departments at the headquarter level which are crime prevention and investigation, finance and property control, and administration and training (Tesfaye, 2004:27-70). Amid the 1980s, the police structure constituted the then Dergue's regime political party as a department within the structure of the police force. For example, in 1986 the police structure was strengthened with manpower with high political affiliation to the administration as a staff to police force and the five main departmental divisions. Those line departments were organised and reorganised on the basis of functions as crime prevention, crime investigation, training and finance, administration, and prisoners' rehabilitation main departments. Yet, as for the Addis Ababa police and provincial police main departments, the two leading police functional areas were organised geographically (Tesfaye, 2004:69).

d) From 1991 (situations after declining the military government dirge regime)

After the military government has been declined, the transitional government took power and dismissed the previous military government. Then after, the police forces established new and step-by-step provisions were being taken. According to the house of representative of Ethiopia

(GOE, 1995:10) at the beginning, the establishment of police forces was not only given to the federal government, but also the regional governments have the responsibility to establish their police forces because the system of the government is decentralised. The past governments' central police structure was avoided, and in its place, there were established federal and regional public police forces. After that, the federal police commission was established under the ministry of justice based on the house of representative of Ethiopia proclamation no. 9/1995.

Generally, the current police structure of Ethiopia is organised following the Federal System and newly formed regions have got the police responsible for maintaining justice in their jurisdiction. Currently, the federal police commission is directly accountable to the prime minister of Ethiopia. The regional police, as stated in the Constitution, are accountable in general to the regional states and particularly to the regional peace and administration bureau.

3.3 FUNCTIONS OF THE ETHIOPIAN FEDERAL POLICE (EFP)

They trained from the rulers, warlords' personal bodyguards, and community organisations, police in the early times were either semi-military or military for which citizens came together for protecting mutual interests (Encyclopaedia Britannica, 1986:937). In contrast, community policing and its conceptualisation have the foundation in the traditions, customs, and laws of the historical tribal groups or unions that settled and successfully invaded the British Isles in the King Alfred's time (871-900) (Fyfe et al., 1997:7). All the males found in the community between the ages of 12- 60 years organised themselves into groups known as *Tithing*. The general order command of such a collective security arrangement and organisation was through a kings' appointment. In the year 1829, following many years of dispute, the English parliament passed a law usually called the Metropolitan Police Act. Sir Robert Peel arranged the police structure in the shape of military commandment and with the ranks with a tiered system of authority, management, and administration (Fyfe et al., 1997:5-7).

The Constitution of the Federal Democratic Republic of Ethiopia was adopted on 8th December 1994 by the house of peoples' representatives of Ethiopia. The Constitution among several issues of its objectives speaks regarding the rule of law and the capability of ensuring lasting peace. Furthermore, the Constitution stated that it is determined to consolidate, as a lasting legacy, the peace, and the prospect of a democratic order, which our struggles and sacrifices have brought about. The Constitution consists of eleven chapters and one hundred and six

articles. The Constitution speaks about the structure and divisions of powers under the articles, it also speaks on the structure of the organs of state powers and functions of states. In the Ethiopian Constitution, the chapters and articles that specifically give a mandate to the creation of federal police, regional police and Ethiopian Federal Police are mentioned in chapter 6 article 51, chapter 2 article 52 (g) and chapter 6 article 57, respectively.

Fyfe et al. (1997:30) emphasised that police functional universality is supported with the basic fact that each police department guideline describes that the main responsibilities of a police force are to guard life, constitutional guarantee, property and to maintain order. As already explained in the preceding paragraphs, police are structured by function, time, the hierarchy of order or other forms of setups based on the situations of the demands to police service on the ground. With the structure, relevant functions are provided to the officers of the police with all ranks in the case of both for the managerial and non-managerial staff. Furthermore, the police are in charge of dealing with functions ranging from prevention of crime to testifying cases in courts authorised to pass decision (Cox & Wade, 1988:99). The Ethiopian Federal Police is often in charge of installing the community peace in acting based on the mandate ratified in the Constitution of the country. The functions police are running is fundamentally underpinned by Chapter 1 section 1.2 of the Constitution to legitimate its enforcement in the following areas:

- Prevent and investigate any threat and acts of crime against the Constitution and the constitutional order, security of the government and the state and human rights;
- Work in collaboration with the Ministry of Justice and other relevant organs concerning crime investigation;
- Execute orders and decisions given by the courts.

Occupying 85 per cent of all police personnel, investigation of crime, traffic regulations, and patrolling are among the main areas of modern police functions (Bayley, 1994:30). With regard to the professional requirements of the police, a status of bachelor degree or equivalent and higher academic status is required among the entry criteria. The reason is that, similar to school teachers, trainers, and social consultants, the police exercise meaningful levels of discretions and perform out of sight from their respective supervisors. Like that of the prosecutors, decisions are made by the police officers, which can affect the lives of citizens, reputations, and liberties (Fyfe et al. 1997:287). In the Ethiopian Federal Police context, however, the required

professional or academic qualifications to police officers are lower or poor in terms of both quantity and quality (Dawit, 1995:66; Shiffa, 2005:118; Tesfa, 1976:61).

Menelik II was named as the ⁴*Arada zebegna*, was mandated with the power of passing decisions and adjudication in all the cases excluding corporal and capital punishment. In the period that followed, i.e., during the time of Emperor Haile Selassie, the police force was institutionalised in a better way in the sense that the police were mandated constitutionally to protect the power of the king, the king per se, and all the rights of deciding about the practices and directions of the police. During the time of Dergue's military rule (1974/75 – 1990/1991), it was the revolutionary guards who were provided with the power of involving in policing functional activities. In the stated military rule, most of the time, the police function was traced and known for its brutality, anarchy, and forceful enforcement of the law (Shiffa, 2005:78-79).

The current police function is stipulated in the Ethiopian Federal Police Proclamation No. 720/2011. The functions given to the police are so many among which the following are worth mentioning:

- (i) *prevent and investigate any threat and acts of crime against the Constitution and the constitutional order, security of the government and the state and human rights;*
- (ii) *work in collaboration with the Ministry of Justice and other relevant organs with respect to crime investigation;*
- (iii) *execute orders and decisions given by courts;*
- (iv) *without prejudice to the powers and duties conferred on other federal government organs by other laws, prevent and investigate crimes falling under the jurisdiction of federal courts;*
- (v) *prevent and investigate crimes relating to counterfeiting currencies and payment instruments;*
- (vi) *prevent and investigate crimes relating to human trafficking, abduction, trafficking in narcotic and psychotropic substances, hijacking of aircraft or ship, organised robbery, terrorism and violence;*
- (vii) *delegate, where necessary, regional police commissions to prevent and investigate crimes falling under the jurisdiction of federal courts and receive reports on the execution of the delegated power, and others.*

⁴ Meaning city guard

Federal and state police chiefs formed a joint council by way of Ethiopia Federal Police Commission Proclamation No 313/2003 Article 23 to strengthen the above legal responsibility. On the basis of the Article 23/1-5 of the stated proclamation, the state and the federal police exchange ideas, discuss, decide and make a follow up regarding the implementation of decision proposals and decisions (Ethiopia Federal Police Commission, 2003:23).

3.4 POLICE AND MANAGEMENT OF CRIME PREVENTION SERVICE

Policing is a standardised service by which decision making power is dispersed on the basis of rank (Bayley, 1994:61). The structure of the rank of police may limit the assignment of the right person in the right position or job with the right level of professional preparation (Bayley, 1994:62). Usually, police responsibilities or jobs or assignments are graded, which means they are arranged for officers who are believed to have a certain level of professionalism or are at a specific rank. Almost all police jobs are reserved for officers of particular ranks despite whether there are competent staffs available with the same rank. Nonetheless, the debate ignored the assignment of the individual and the police institution itself to empower the people to shoulder them the higher rank. Furthermore, Bayley (1994:64) stated that, without exception, management in policing accomplishes, enforcement of obedience to those formal regulations compared to the accomplishment of the general organisational objectives, for instance, the prevention of crime and fulfilling the security needs of the staff. According to Bennett and Hess (2004:32), regardless of the positions they have, managers are expected to have the basic skills, which are categorised as administrative skills, conceptual skills, and human relation skills. Academic preparations for bachelor and postgraduate degrees are prerequisites for the promotion towards managerial positions (Bayley, 1994:85).

In Ethiopia, as far as police position formation is concerned, during Emperor Haile Selassie and Dergue regimes, there were mostly three stages. The lower stage was from police officer to chief sergeant. The middle stage was from deputy lieutenant to captain, and the higher stage was from major to lieutenant-general. Currently, the hierarchical formation of the rank system of the Ethiopian Federal Police is classified into four stages. The lower stage begins with the constable and chief sergeant. The middle stage comprises the ranks ranging from assistant inspector to inspector whereas the higher level is from chief inspector to deputy commissioner. The fourth stage assumed the highest bodies of the police entail the ranks from Commissioner to Commissioner General (Federal Negarit Gazette, 2012:39).

3.5 THE STRUCTURE OF THE ETHIOPIAN FEDERAL POLICE

According to Art No. 1/1995 of the Constitution (Ethiopia,1995:73), the police force at the state, countrywide, and intermediary autonomy-government level, the police services in Ethiopia became not centralised at federal and regional levels. The Federal Democratic Republic of Ethiopia contains various institutions responsible for carrying out tasks given to the Federal government, and regional states constituted to administer their regions as stipulated in Art No 1/1995 of the Constitution (Ethiopia, 1995:73). This article recognised the following states autonomous to administer their regions:

- The State of Tigray
- The State of Afar
- The State of Amhara
- The State of Oromia
- The State of Somalia
- The State of Benshangul/Gumuz
- The State of the Southern Nations, Nationalities and Peoples
- The State of the Gambela Peoples
- The State of the Harari People

At the national level, the Federal Police was established as a federal organ having its own legal personality. The Federal Police is accountable to the Ministry of Federal Affairs. The head office of the Federal Police is in Addis Ababa, the capital city of the country. Proclamation No 313/2003 states that the Federal Police can have recognised other branches that take out its authorities and main jobs in any states (Ethiopia Federal Police Commission, 2003:2075).

The long-established law enforcement secretarial design is based on the military model, a pyramid-shaped hierarchy (Bennett & Hess, 2004:2). In another context, police formation is prearranged by reason, way, customer, moment/shift, geographic location or level of authority (Wilson, 1950:19-22). Furthermore, Butler (1992:34-35) points out that any police institute can be organised widely into the following duties:

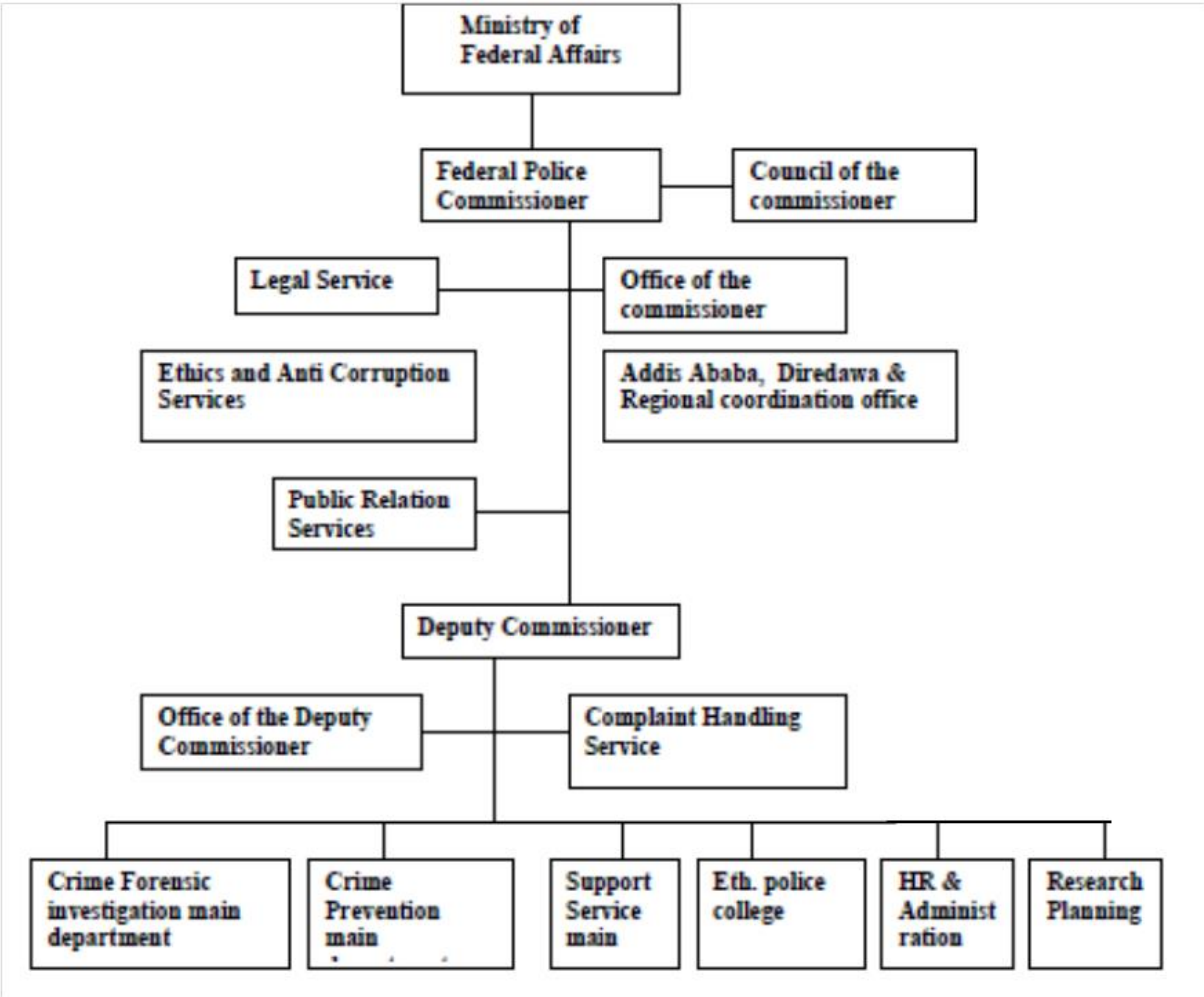
- Proactive services: those tasks to deter crime and disorder;
- Reactive services: those deployed when crimes have occurred and
- Supportive service: those required to preserve the other two.

Related to the task guide explanation, Butler (1992:112-3) stated that job description should include at least seven elements:

- The site of the station
- Announcement and task reason
- A list of main obligations and responsibilities
- A statement of requirement
- The managerial responsibility of the job
- The management to be received by the post holder
- The links of the post holder

The Ethiopian Federal Police Commission Proclamation (313/2003:4) provides that the Federal Police represented job descriptions of the commissioner, departments, division and section heads but did not consist all divisions and sections duties, tasks, and responsibilities (Ethiopian Federal Police Commission Proclamation, 2003:4). The Ethiopian Federal Police organisational structure is presented in Figure 1.5 below. From the figure, one can see that the regional police commission is mandated to the functions under the guidance of the federal police commission, which in return is accountable to the Ministry of federal affairs. With specific reference to the main department of crime prevention, the regional states follow a similar structure to that of the Ethiopian Federal Police organisational structure as stipulated in Proclamation No 313.

Figure 1.5 Ethiopian Federal Police organisational structure



(Ethiopian Federal Police Commission, 2003:5).

Nationally, the Ethiopian Federal Police structure consists of a Federal Police Service, nine Regional State Police forces (one of which is the Tigray National Regional State) and the police forces of the capital city, Addis Ababa and Dire Dawa, which have a special position. The Commissioner of the Federal Police is accountable to the Minister of Federal Affairs. Institutionally, the Regional States are free to organise their police as they see most suitable. However, all State police forces have a structure analogous to that of the Federal Police. They are accountable to the State Affairs of their respective State. The Commissioners of the two city-states, Addis Ababa and Dire Dawa are accountable to the Governors of these cities, as well as to the Minister of Federal Affairs. Police training takes place at the Police College and regional training centres, at the Training Centre for Federal Police. Initiatives have been made to improving the conduct and integrity of recruits, as this remains a challenge. Consecutive first-hand reports depict that Police strength is much higher in Addis Ababa compared to other regions (Ministry of Capacity Building, 2005:15).

Police resources are limited. The resources available to the police are inadequate, and vehicles are scarce. The managers of the Federal Police Service have established a plan to meet these limitations. Even though consecutive awareness creation and capacity building activities are accomplished to introduce the concept of police consent, the mentality of police officers is still not entirely de-militarised. The housing and working conditions of regional training centres are very poor (Ministry of Capacity Building, 2005:16). Furthermore, the methods of training at the Police College are traditional, drilling, as practice is hardly companionable with the aims of community policing. The proportion of police density compared with population is not satisfactory. There is little use of information and communication technology throughout the overall crime prevention and related police services. As a result, it is not a simple assignment to establish a strategic prevention strategy. Police mobility is limited in the country, and police officers frequently disregard forensic evidence for the only forensic laboratory cannot cope with the potential demand. The fact that the militia force in the country operates with a large measure of autonomy is potentially dangerous as they receive no training and are not controlled by the central government (Ministry of Capacity Building, 2005:16).

3.6 THE SOURCES OF FUNDS FOR THE ETHIOPIAN FEDERAL POLICE (EFP)

The source of the funds for police expenditure takes several forms. The source of all the budgets for the federal police is the government of federal and the assistance from the developed countries such as Britain was implied to equip the police service with the necessary training, advanced police technologies and different police vehicles. The regional states allocate budget for the regional police force. In addition, local governments allocate budget to the own police forces.

Therefore, the sources of all police expenditures can be:

- Federal Government
- Regional and local governments
- Grants and Aid

The budgets allocated for the last five years looks as follows:

Table 1.9 The five-year national budget of Ethiopia and budget allocated for the police

Budget category	Budget year				
	2008	2009	2010	2011	2012
Recurrent	489,046,800.00	517,694,400.00	557,551,200.00	776,495,230.00	876,556,605.00
Capital	51,613,200.00	35,048,200.00	62,859,000.00	104,009,900.00	94,141,282.00
Total	540,660,000.00	552,742,600.00	620,412,200.00	880,505,130.00	970,697,887.00
Total population	83,080,000	85,302,000	87,562,000	89,859,000	92,191,000
Number of police	20051	20360	21257	23908	24916
Police per capita	4143.4	4189.6	4119.2	3758.5	3700.0

(United Nations, 2015:19)

There is an increasing trend of allocating budget to both crime prevention and capacity building of the police institutions (Samaha, 1991:74), and Ethiopia is no different. The police budget has shown increment from year to year indicating the emphasis the government has given to crime prevention and reduction. Both recurrent and capital budget increment indicates the increase in the number of the police force/human resources/ and the equipment and the technology invested in the police. The budget priority areas are:

- Capacity building/training/
- Prevention force /operational costs
- Community policing functions
- Investigation
- Information and intelligence

It is clear that from a financial view, the Ethiopian Federal Police has a clear set of activities/divisions that they want to spend their limited resources on. The next section will unpack police expenditure in Ethiopia.

3.7 A SYNTHESIS OF POLICE EXPENDITURE IN ETHIOPIA

To ensure peace and security, policing need an increased allocation of resources. The budget constitutes current and capital expenditures on various issues such as capacity building, training, prevention force, operational costs, development of community policing,

investigation, and information and intelligence. Besides operational expenses, there are expenditures submitted in the form of pensions of police personnel and social services for the police personnel, maintenance and operation. Mindful of this, the focus of the study is on the cost of crime and its prevention for which the following sections discuss, and with therefore only discuss this.

3.7.1 The cost of crime prevention activities and evaluation models

Crime prevention is generally implying the prevention of crime and anti-social behaviour before it occurs (Armstrong & Francis, 2003:3). Furthermore, crime prevention is defined as “any public or privately based initiative or policy aimed at reducing or eliminating the criminal behaviour, violence and fear of crime or violence in the community” (Crime Prevention Victoria, 2002:10). The appraisal of crime prevention programs has become increasingly important because of the growing cost of crime. For countries such as Australia for instance, it is estimated to cost the community \$11 billion per annum in addition to about \$6.4 billion spent annually by criminal justice system agencies (Armstrong & Francis, 2003:2; Jeffries et al., 2002:67). Such amount of costs is allocated to ensure that the investment of government resources is directed to initiatives that can achieve the desired levels of outcomes; to give evidence of the results being achieved; and to meet funding requirements for accountability (Armstrong & Francis, 2003:2).

Evaluation is the process of applying organised methods to make judgments about the value of activity (program, research, policy, service, etc.) or entity (organisation, person) (Armstrong, 1996:7). For instance, Jefferies et al. (2002:12) from the Australian Institute of Criminology compiled a record of 110 Crime Prevention Projects that have been reported and published in Australia in the period 1990-2002. The authors reported that systematic evaluations were conducted in 33 per cent of the cases, anecdotal or informal in 12 per cent and no attempt at evaluation in 12 per cent. In 48 per cent, it was not known if evaluations had taken place.

The analysis of the costs and benefits of crime prevention is necessary because, though the crime may be prevented (one of the ‘givens,’ above), it is certainly plausible that the cost of prevention could outweigh the benefits. In such an instance, allowing the present situation to continue is a preferable policy solution, presumably while seeking a less costly modality of crime prevention. Cost-benefit analysis to allow comparison of the outcomes of policy options

with comparable costs is worth pursuing to allow for selection among a list of prevention programmes provided scarce public and private resources for all things (Cohen & Weirsema, 1996:26; Miller & Brewer, 2003).

3.8 CRIME, CAUSES OF CRIME AND CRIME PREVENTION

Criminal activities are usually relational on economic growth of countries in dealing with social, business, and human capital it also undermines the democracy system (United Nations Office on Drugs and Crime, 2007:18-19). In addressing poverty, usually, crime needs special treatment in controlling and minimising. There are various reasons for causes of crime and their sources. Thus, crime and its cause require research-based strategies to prevent it. The causes of crime and its prevention techniques are presented below:

3.8.1 A crime defined

Crime is an action/inaction that is committed or carried out that abuses a criminal code performed by a legitimately comprised political power. In addition, crime is the error of an obligation that formulates the criminal accountable to sentence by law, or behaviour that is forbidden, as well as behaviour or the necessity to take action that is required by law (Crowe, 2000:15; Stevens, 2003:37; Sullivan, 2002:302). As stated in the Ethiopian Penal Code, Article 23, a crime is an act, which is illegal and made punishable by law (GOE, 2004:14-15; Imperial Government of Ethiopia, 1957:12). As it is also stated by the National Crime Prevention Institute (2001:1), crime is a costly and uncomfoting problem upsetting all of us. The injured parties of crime suffer injury, economic crises and pressure. Lab (2004:1) states, “crime is an indisputable fact for many members of society. It has continued to increase or remain at unacceptably high levels, regardless of whether the crime is measured by official records or victimisation surveys.” As reported by Ethiopia Federal Police Commission (2014:16) and presented in table 1.10, the number of crimes in Ethiopia decreased in the years 2005-2008, then increases in the years 2009-2010, afterwards had been seen much fluctuations from year to year in the number of crime in Ethiopia.

Table 1.10 Trends in the number of crimes in Ethiopia

Year	Number of crimes
2005	203,245
2006	197,637
2007	197,982
2008	98,073
2009	162,155
2010	212,204
2011	199,572
2012	220,410
2013	171,587
2014	207,893

(Ethiopia Federal Police Commission, 2014:16)

The figure 1.6 presented below presents the crime recorded in the years from 2004 – 2014 in Ethiopia. The figures show how crimes are fluctuating from year to year. The crime types that are expressly indicated here below provide pertinent information to understand the trend of crimes in either decreasing or increasing.

Figure 1.6 Trends in the number of crimes in Ethiopia



(Ethiopia Federal Police Commission, 2014:16)

The type of the crimes that commonly appear in the different states of Ethiopia are homicide, serious bodily assault, rape, robbery, car theft, fraud, bribery, firearms traffic, crime against

wildlife, crime against forestry, and counterfeited currency. The most frequently occurring are serious bodily assault, homicide, fraud, robbery, petty offences, and other theft. (Ethiopia Federal Police Commission, 2014:16).

3.8.2 Causes of Crime

Regarding the causes of crime, as described by Stevens, most crime is part of a naturally occurring phenomenon throughout social activities. Crime is an essential part of all dynamic communities and can be the outcome of relationship expectations, existing circumstances, pure conservativeness and lack of self-control (Stevens, 2003:110). The strong and basic reasons for crime are economic and communal inequity (Ward, 1998:14). According to the (National Crime Prevention Institute, 2001:3), the three components that help to identify the causes of crimes being committed are a criminal opportunity, criminal desire and criminal skill. These three causes of crimes are discussed below.

a) *Criminal opportunity*

Criminal circumstances refer to a personal connection that trains crime acts and skills. It is manageable to a large extent at its goal end specifically, within the victim's situation (National Crime Prevention Institute, 2001:3–4). The opportunity indications are based on objective realities (for example, a window is open, or it is not). Smith and Cornish (2003:60) indicate an opinion of opportunities, and the utilisation or refusal is an individual one and relies upon the criminal's practice, skill and range of participation in a criminal existence. This will decide the degree to which indications are signalling circumstances are noticed, detained, hunted, and manipulated by the predatory criminal. The term 'opportunity' assumes the existence of an encouraging or at least uncertain criminal, who is set to give in to criminal appeals. It is debated that the need to commit a crime may itself be conditional reliant (Smith & Cornish, 2003:42). Similarly, Eck and Weisburd (1995:5) stated the incidence of crime as follows:

- It should be an encouraged criminal
- It should be a wanted target
- The target and criminal must be at the similar place and time, and
- There must be three other kinds of organisers: close handler, securities and place managers must be absent or unsuccessful

b) *Criminal desire*

According to Smith and Cornish (2003:57),

Criminal actions refer to the interest or motivation on the part of the criminal. The motivation to contemplate criminalizing occurs out of the common human need. The particular character of his wants and needs are formed by the individual's basic psychological forces, personal main concern and preferences acquired during the course of development and produced by the happiness and vicissitudes of his or her existing lifestyle.

For Eck and Weiseburd (1995:5), crime occurs when the offender is motivated to fulfil his/her desire.

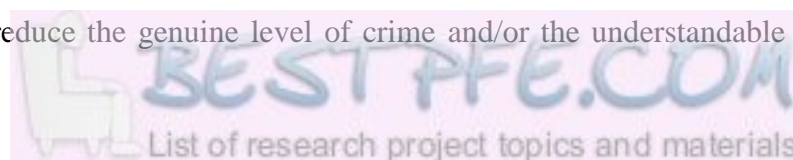
c) *Criminal skill*

This indicates to a person's individual skills and use of instruments that might be useful for criminal actions needed to commit a crime. The criminal would most probably develop illegal ways to gain his tools (National Crime Prevention Institute, 2001:3) such as individual associations that train criminal's skills. Furthermore, material tools, criminal talent also consist of collection or individually advanced strategies to do his or her acts of crime. Criminal talents are learnable as one criminal could learn skills from others. This is known to occur in Penal facilities.

Those above are the source causes of crime quoted by different researchers. Similarly, according to the National Crime Prevention Institute (2001:3), the major causes of crime may be emphasised as the chance, need, and talent. They are necessary perceptions to comprehend how crime happens or why it is committed. It may also guide officers and the community to come jointly and address these regular crime problems.

3.8.3 Crime prevention

Crime prevention implies to minimise rates of criminal actions. It is targeted at the decreasing of injuries caused by crime (Hughes, 1998:19). Crime prevention always constitutes all actions that prevent the occurrence of exact crimes (Pelser, 2002:1). Crime prevention contains any actions planned to reduce the genuine level of crime and/or the understandable fear thereof (Lab, 2004:19).



Crime prevention is a wide expression, which includes strategies for concentrating on the destruction and harm that may occur because of crime (Crawford, 1998:10). It consists of fear reducing programs, as well as policies, which search to give counselling to the victims of crimes, as they attend to the destructive outcomes of criminality. Crime prevention is intended for the reduction of the several kinds of damage sourced by acts clarified as criminal by a state. In the same way, Smith and Cornish (2003:42) described crime prevention as actions that are concentrated on dropping opportunities to commit a crime, arranging factors such as hazard, endeavour and prize to prevent offending. Moreover, besides the activities mentioned by Smith and Cornish (2003:42), others that could contribute in crime prevention are creating awareness through education, crime prevention through mechanical tools, crime prevention through environmental design, collective prevention, patrols, and the like. In this research study, activities in preventing a crime that requires expenditure are all patrol equipment, rioting equipment, drug prevention, traffic accident, VIP protection, criminal and crime prevention research. Furthermore, it is an approach to preventing crime through obstructing crime opportunities.

3.9 POLICE BUDGETING IN ETHIOPIA

Ethiopia has a well-established institutional/legal framework governing its budget system that derives from its 1995 Constitution. The Constitution clearly defines the division of power and structures as well as responsibilities among the state members and state organs. Article 12 (1) of the Constitution stipulates that ‘the conduct of affairs of government shall be transparent’. Sub Article 2 states that any elected representative or public official is accountable for any failure in official duties. The Constitution provides the legal framework for people’s participation in electoral representation. It is stated that the House of People’s Representatives is to be composed of 550 members and has clear authority over the approval of budget estimates and expenditure (GOE, 2005:18).

The legal framework makes provision for the legislature to maintain oversight over the executive in the budget process. However, the practice in Ethiopia remains to be studied. The Office of the Federal Auditor General was established by Proclamation No. 68/1997. The Auditor General, upon the recommendation of the Prime Minister, is appointed by the House of People’s Representatives and his or her office is responsible for inspecting the accounts of

all government bodies. Its task is to ensure that expenditure is in accordance with the approved allocations for the fiscal year and to submit reports to the House (GOE, 1997:1).

The Federal Ethics and Anti-Corruption Commission were revised by Proclamation No. 433/2005 as an independent federal government body. Its functions are combating corruption, investigating and prosecuting. The commission is accountable to the Prime Minister and headed by a commissioner supported by a deputy commissioner. The House of People's Representatives appoints both upon nomination by the Prime Minister (GOE, 2005:2).

3.10 THE BUDGET DECISION-MAKING PROCESS

According to Article 55 (10) of the Constitution, the House of People's Representatives can approve general economic, social and development strategies and policies, as well as fiscal and monetary policy. It is given the authority to levy taxes and duties on revenue sources and to approve the federal budget. Moreover, the House approves the appointments of the Auditor General and other officials whose appointments require approval by law (Article 55 (13)). The role of parliament generally, and the Budget and Finance Affairs Committee particularly, is limited to 'approving' the budget prepared by the Ministry of Finance and Economic Development and the Council of Ministers. The House of People's Representatives opens the budget to the public through the media (GOE, 1995:67).

Through a recent practice, attempts have been made to open parliamentary debates to the public by welcoming civil society organisations to take part in parliamentary discussion programs when new legislation is being drafted. Apart from these measures, however, attempts on the part of government agencies to engage the media and civil society seem to be insufficient. Civil societies in Ethiopia do not look strong, and only a few international nongovernmental organisations have participated in budget work. Their participation during budget hearings is delimited to giving feedback or raising issues, which may not be incorporated. The degree and nature of participation by civil society, as well as the relational of its participation, needs to be investigated further (Elizabeth, 2008:6). On 'budget day', the government provides information on its economic policy, fiscal framework and policy priorities for the upcoming year, estimated revenues and expenditures, as well as information on the deficit/surplus.

3.11 SUMMARY

The Ethiopian Federal Police are currently structured in a decentralised way to reach out services to the people found at the lower level of the administrative structure of Ethiopia. The structure has been brought to fit policing with the democratic nature of the state, where democracy is in practice. Hence, the federal and the regional state's police are the main organs of the Ethiopian Federal Police. The Ethiopian Federal Police have demonstrated noticeable changes in its organisation, human resources, skill and technology. The expenditures in the police are mainly for human resources development, crime prevention and technology. The budget for the Ethiopian Federal Police is from the Federal Government, the regional states and the local governments. International organisations grant aid and assistance to strengthen the police force; but as it is a bilateral agreement, the Ministry of Finance and Economic Development administers the agreement and channel the budget to the Federal police. The number of crimes and the offenders seems increasing, but when it is compared to the growth, the degree of urbanisation and the increase in population, it is not that much high depicting showing the effort of the Ethiopian Federal Police to reduce crimes and criminals.

CHAPTER FOUR: ANALYSIS AND DISCUSSION OF RESULTS

4.1 INTRODUCTION

This chapter deals with the results and discussion of the findings regarding the relational study on the police expenditure and crime. It analyses the collected data obtained from both primary and secondary sources. The chapter also discusses the major findings and compares their consistency to the literature and articles made in earlier times. The presentation will begin by briefing the major themes, categories, and patterns. Then the researcher reviewed the key and major findings from the data analysis and discussion of results. Moreover, one can understand the type of data pertinent to the study have been carefully gathered, and hence ensure the fidelity and being free from the researcher bias.

4.2 BUDGET ALLOCATION PROCEDURE

In this section, the researcher presents an analysis and discussion of the general knowledge and experience of budget allocation to prevent crime in the three selected world countries and Ethiopia. He further explains the process of budget allocation in Ethiopia for crime prevention, describes the budget allocation process in the regional states of Ethiopia for crime prevention and explains the budget allocation guideline prepared by the Bureau of Finance and Economic Development (BoFED) for the crime prevention in police services in Tigray Regional State. This is followed by a description of the process of budget allocation to various police service operations in Tigray Regional State, the naming of criteria in allocating the police budget for other activities (resource) within the process of budget allocation, naming of budget titles considered for the allocation of police budget to crime prevention, and the naming of budget formula applied to allocate budget in Ethiopia. In addition to this the researcher offers an explanation of the process of budget allocation to different police service operations of Tigray Regional State, provides estimates and explain the annual amount of budget allocated for the police in Tigray Regional Government (TRG) and finally presents a discussion of the annual amount of budget allocated for police service in TRG districts in 2011-2014 of participants. Presentation and analysis of each specific question posed to participants is read below.

Under this section participants of samples “A” and Sample “B” were asked specific questions regarding the budget allocation procedure as stated above, their responses were thematically categorised and analysed using the qualitative method of analysis as discussed in chapter one.

Finally, their replies were compared to identify the consistency between the findings in the documents reviewed and literature reviewed.

4.2.1 Knowledge and experience of budget allocation to prevent crime

In this subsection two questions are addressed; first, regarding the knowledge and experience of international police budget allocation with the experience from three countries (USA, UK and Kenya), and second the budget allocation in Ethiopia for crime prevention. Different countries usually determine the budget in different ways, but give value to certain aspects of political ideology, development of the country, policy frameworks and strategic directions. Reflections and opinions stated by individual participants on various issues have been extensively discussed, as findings of the study hereunder.

a) The international experience

According to American police budget expenditures, the survey conducted by the Law Enforcement Management and Administrative Statistics in the USA shows that it follows a number of strategies applied in the budget allocation (Reaves & Hickman, 2002:2). In addition to the budget mentioned above, a similar trend in the budget allocation goes alongside the basic principles of the UK. Officially, 51 per cent of police costs are met by central government grants and 49 per cent by local government (Home Office, 2005:3). Central government expenditure is established on a need-based formula with additional funding received from three central sources: police grants, revenue support grants, including business rates, and council tax (Her Majesty’s Inspectorate of Constabulary 2006:3). Because the central government keeps a tight hold on the funding reins, it has far more control and influence over the nation’s policing in comparison to the United States. Together with the different structure, this way of meeting the costs of police services is arguably one of the key differences between the organisation of U.S. and U.K. policing.

According to the Kenyan office of Commonwealth human rights initiatives in August 2005, the Medium Term Expenditure Framework (MTEF) process involves four consecutive phases, which are the drafting, debate and approval, implementation, and budget oversight phases. The drafting phase involves setting macro targets such as establishing the economic growth rate, desired inflation, money supply, domestic and external debt levels, and interest rates (Kenyan office of Commonwealth, 2005:54).

The debate and approval phase involves the minister presenting the annual budget to parliament. In the implementation rate disbursements are made to ministers and government departments following the vote on account. Budget oversight through treasury, various parliamentary committees such as public accounts committee and the public investment committee are also participating in the implementation (Kenyan office of Commonwealth, 2005:21).

The knowledge and experience of budget allocation in the police service to prevent crime vary among police staff and budget allocators worldwide. The variation in the level of understanding can be the best thought and understood by getting the right information from the right persons participating in the process of budget allocation to the police service in the prevention of crime. In this regard, participants of sample A were asked to express their knowledge and experience of how (they think) the budget is internationally allocated to prevent crime. Seven of the participants from sample replied to the question in magnifying their knowledge towards the allocation of budget to police in the international arena is high to crime prevention. In support of this, they said:

As to our assumption, the budget allocation for crime prevention in international policing received priority and takes into account the states internal security situation.

An exploration of the literature about budget allocation from the UK, USA and Kenya show that certain criteria are to be met in allocating budget; but that they are not similar in each country and the difference is because of their ideology, level of development and policy and strategic directions. However, participants reflected their opinions in that the importance of budget to crime prevention is receiving high priority in policing counterparts globally.

Even though the importance of budget allocation to policing should be considered a given, the practice and state's commitment is not showing the reality on the ground. In this regard, according to the responses from six of the participants categorised under sample A, the

knowledge and experience of allocating budget for police service to crime prevention are described as follows:

The budget allocated to the police seems high when one sees the international experiences. However, the budget allocated is the smallest compared to other sectors in the provinces. The main reasons for the allocation of the smallest amount of budget compared to other sectors are mainly rely upon the country's economic capacity.

With this in mind, based on sample A, the remaining three participants, who were interviewed raised similar opinions on experiences of the budget allocation to crime prevention globally:

Allocating budgets to different sectors is required to meet several factors. As far as their knowledge and experience of the participants are concerned, the crime situation of a given country must be considered in allocating budgets. The degree of such allocation should consider how harmful is that crime to the public and hence acting upon it will definitely result in minimizing the threats of the country.

Three participants (from Sample A) emphasised that countries in the world are:

highly sensitive to the crime situation and threats that will eventually bring a devastating effect on the peace and stability of that country.

Furthermore, two of the participants of the group in sample A agreed that the crime rate greatly influences large numbers of countries in allocating budgets to police sectors than to other different public services. The group of sample A's participants' responses were categorised into five groups of responses as indicated above; this difference is due to a variation in educational levels, experiences in the workplace regarding the question posed to them.

According to the response from participants in sample B of the interview schedule, which was carried out to district participants, the responses of all participants regarding the knowledge and experience of budget allocation to prevent crime were summarised as follows:

The procedure employed advises realizing the steps used in allotting budget expenditures. As it is learned from the international experiences, once the sector drafts the annual budget, the next step is sending the draft to the higher body for further investigation. Experts in the budget department will thoroughly examine the activities supported by the budget and approve to the sector in need. As is known, sectors do have plans at micro and macro levels. Sectors are required to prepare the budget draft of the year for the official approval of the department. The name of the department

discharging the responsibility of allotting budgets varies from country to country, but the prime aim used in the process of budget allocation depends on the development of the country.

Generally, participants' viewpoint on international experiences in allocating budget and sectors getting high attention in the police is indeed similar. The knowledge and experience employed in allotting the budget are supposed to work in a nation, and the release will be effective when meeting the standards is approved. Sectors requesting the budget to execute their yearly plans will come with a budget draft composing the activities as well. As heard from the Ethiopian media that are announced to the public on the budget approval, the huge budget of the countries is allocated with the aim of establishing peace and other activities entailing the major objective of protecting the sovereignty of the country stated above from anti-peace forces and to ensure stability further. The allocation of the budget is not only to safeguard the people from criminals but also to ensure the peace in the region of the countries and to speed up the process of development. The capacity of the countries' economy and the human skill of the organisations to manage the huge amount of money are considered as a preliminary ground to determine the budget need of the organisations. It is further noted that when the budget surplus appears in the countries, the next decision is to send the surplus to the ministries of defence and police. Experiences learned from varied sources show that countries are dedicated to allocating sufficient funds to sectors such as police and defence. Strengthening the defence and police through the budget is rewarding to reach out services to the community where people in a given neighbourhood are residential.

b) The Ethiopian experience

There are four common approaches used in budget allocation in Ethiopia in the prevention of crime. These approaches are introduced by the Ethiopian Ministry of Finance and Economic Development (MoFED, 2012:1). The first approach is the line item approach, which is a traditional approach that shows detail expenditure. A second approach is a performance-based approach that allocates budget based on the work performed. The third approach is the program budget approach, and the fourth one is a zero-based budgeting approach (MoFED, 2012:1).

Sample B of participants of the study responded to the same question posed in the interview schedule regarding their knowledge and experience of budget allocation to prevent crime on the budget allocation system in the world and as related to how budget is allocated in Ethiopia

to prevent crime is summarised as follows: As the experience and knowledge of participants many procedures have been laid as criteria to fix the amount of money desired to get for the annual expenditure.

The responses from sample B participants are presented below, followed by a narrative:

- Considering policy and strategic priority of the country.
- Based on the country's economic capacity.
- Based on the status of the trans-boundary crimes and their harm to the general public, and hence mitigate the threat to the country.
- According to the political threat and stability of the given country.
- I do not have much information; however, countries allocate police service budget to prevent crime higher than other parallel sectors.

All except two participants of sample B have further described the following opinions on the knowledge and experience of budget allocation to prevent crime in Ethiopia. With this regard, sample B participants agreed on the following remarks using, as a point of departure on the procedures to budget allocation.

Before discussing the current practice of budget allotment, it is a pleasure to us to highlight the budget processes during the emperor Haile Selassie era (1935-1974 G.C) and the socialist military government (Derg) of Ethiopia (1974-1991). The budget allotment during both regimes was centrally controlled. After the demise of the Derg regime through a coalition effort of opposition groups, the procedure of budget allotment was diverted to the decentralized one following the Constitution of the country. Because the Constitution has bestowed the power of self-administration to the regional states, where determining their budget need and constitute the justice system are the ones coming affront in the constitutional order of the democratic state of Ethiopia. However, today, all federal government bureaus are called to prepare their annual plan, budget and will be sent to MoFED. On the other hand, MoFED to present the federal plan budget to the federal ministries cabinet for amendment and discussion. Later the House of people representative (HRP) decided the budget. Finally, MoFED distributes budget to the respective federal government, including the Ethiopian Federal Police Commission. Actually, all Ethiopian sectors have the same ways of allocating the budget process. That means there is no big difference among sectors either in the federal government or the regional states. However, depending on their

size of the population inside of the regions, the budget amount may be not equal. For example, Oromia regional state may allocate a huge budget to crime prevention than the other regional states since Oromia regional state has big population size. Generally, this is the process.

Unlike the preceding responses, among sample B participants' one participant has given an exceptional response to the question raised on the knowledge and experience of allocating police budget to prevent crime. The participant said that he lacks information with regard to the budget allotment to the job of crime prevention in Ethiopia. Whereas the second participant has expressed his experience as follows:

As I know, Bureau of Federal Police Commission delivers its plan budget to MoFED. Then, the concerned body, MoFED, relate the request with the policy and strategic plan of Ethiopia, the budget capacity of Ethiopia, crime status and the socioeconomic development as well as the growing demand of the people. Having studied these items, MoFED allows the budget only if it meets the basic requirements.

Claiming the knowledge and experience of budget allocation to prevent crime, based on the views from participants in sample A, which were interviewed using the questions on the interview schedule, the response from the 21 participants regarding the existing budget allocation knowledge and experience in Ethiopia may be summarised in the following narratives;

Through experiences learned in past years, allocating budget for police services especially for crime prevention is not showing significant disparity compared to other police services. First of all, all the federal government bureaus prepare their annual budget plan and submit to MoFED. After MoFED received the annual plan, it presents to the council of ministers. The ministries cabinet thoroughly evaluate the budget plan allow based on the facts in a budget plan. The last decision is always the mandate of the House of People's representative (HRP) to either accept fully or reject some part of it. Finally, MoFED distributes the budget to all the Federal Government offices including the Ethiopian Federal Police Commission.

As we were able to learn, there are a number of mechanisms to allocate the budget. For instance, the budget can be allocated based on the coverage of geographical location of the area, size of the population, crime rate, fear of crime. In addition, it can be budgeted by comparing past experiences and current economic capacity of the country. Every sector can be evaluated based on its performance of the previous years. Due to

this, as per the past budget performance allocated to crime prevention, the budget committee take into account to evaluate the extent to what the people are benefited from police in being protected from criminals, and the police competence to effectively implementing the strategic initiatives supported by the budget.

The general budget allocation is guided by a directive known as Financial Calendar, which is issued by the Ministry of Finance and Economic Development of Ethiopia (MoFED) in the proclamation number 1/2003 to all entities listed as public bodies. This directive has a schedule to ensure that planning and budgeting are prepared, approved, appropriated, and executed accordingly (House of Federation, 2012:23).

Moreover, budget preparation is guided by a document known as the Macroeconomic and Fiscal Framework (MEFF) prepared by MoFED. The MEFF provides, among others, the forecast of government revenue and expenditure, expenditure financing, the split of aggregate expenditures between federal and regional, and the split of federal expenditures between recurrent and capital for the next three years. Based on these three years, MEFF, MoFED prepares an annual fiscal plan by January 24, which includes identification of the amount of resources (foreign and domestic). This is known as the resource envelope. The amount of money needed now as the expenditure requirement, setting the block grant amount for regional governments and administrative councils from all sources (domestic and foreign), and split the federal share between capital and recurrent budget. Following this, MoFED prepares the totals of the annual subsidy budgets and notifies the regional governments and administrative councils by February 8 at the latest (House of Federation, 2012: 24).

4.2.2 Budget allocation procedures in Ethiopia

In Ethiopia, all sectors have a similar process of budget allocation in crime prevention. The budget allocation to prevent crime will be executed after evaluating the previous performance of the police in utilising the budget for the work assigned. The initial step is to make the budget user institutions understand the revenue and expenditure of the government collected in that fiscal year and inform all users the ceiling of the budget determined in that particular year. The police are informed of the ceiling of the budget and start preparing in the name of crime prevention, pursuing the steps necessary to be attained for the final day of the budget approval committee formed in either the regional states or the federal government (House of Federation, 2012: 24).

The second question in the interview schedule put forward to the participants of the study was asked to explain their knowledge of how the budget is allocated in Ethiopia for crime prevention. Forty of the participants of sample B agreed that the three regimes namely the Imperial, the Derg Government and the current government in office follow their own sets of principles, which are unmatched to each other, and their steps in allocating budget are dissimilar. The following narrative speaks to the budget allocation process in Ethiopia:

The federal government bureaus are called to prepare their annual plan budget and send to MoFED for the final approval. On the other hand, MoFED will present the federal plan budget to the council of ministers for amendment and further discussion. Later the House of people representative (HRP) decides the budget. Finally, MoFED distributes the budget amount to the respective federal government bureaus, and the one listening to the decision through MoFED is the Ethiopian Federal Police Commission.

Actually, all Ethiopian sectors have the same ways of allocating the budget process. That means there is not such a big difference among sectors either in the federal or the regional states. However, depending on their size of the population, the budget amount shows a disparity between the regional states. For example, Oromia regional state may receive a bigger sum of money than others since the surface it covers, and the population it had is greater than the rest.

In support of the previous comments, sample B participants have further expressed their opinion regarding the budget allocation procedures made in Ethiopia. The researcher has summarised the responses of 20 sample B participants as follows:

The procedure most commonly used in Ethiopia is showing great changes in terms of budget allocation. The first step expected from the institute is to present its budget interest to the body in charge of compiling and presenting to the next body with its recommendation. The recommendation may be in either complementing or rejecting the budget request.

Feedback from the remaining 15 participants can be summarised as follows:

The major criteria under consideration in a police budget are related to the economic development of the country, the crime rate and the previous year's performances. These are the working modalities the experts are sincerer to see from the document to put their positive recommendations.

In line with the question of budget allocation procedures in Ethiopia, the feedback from sample A can be captured in the following:

When the budget is allocated, there is no principle that can guide to allocate budget for crime prevention only. Budget is allocated in gross. As per the growing security service demand of the community, federal police commission allocates budget for crime prevention. However, crime prevention can take a huge amount of budget since the policy of Ethiopia motivates budget for crime prevention than the other police services. Through my experience of the allocating budget for police services, especially for crime prevention, there are no big differences among the police services.

Feedback from the remaining four participants from sample A is summarised as follows:

First of all, all federal government bureaus prepare their annual plan budget to send their plan to MoFED. After MoFED received the annual plan, it presents the federal plan budget to federal ministries cabinet. The ministries cabinet discusses the plan and makes an agreement. Later the House of people representative (HRP) decided the budget if it is accepted or not. Finally, MoFED distributes budget to the all federal government, including the Ethiopian Federal Police Commission.

In general, all participants of sample A and Sample B, who replied to the review schedule and about how the budget is allocated in Ethiopia for crime prevention agreed that even though differences existed in three regimes, all have had similar viewpoints with regard to the process of budget allocation in Ethiopia for crime prevention as based on vivid explanations.

All participants of sample A and sample B noted their know-how on the process of budget allocation in Ethiopia for crime prevention as indicated above were very similar. These participants further described the process as the police commission writing an annual plan to be discussed by the police management for rectification and possible feedback or amendment. Once endorsed by the police management, it will be sent to MoFED for budget allocation as per the schedule is given to submit in a fiscal year of the country. MoFED in-turn makes an in-depth assessment on the plan based on factors such as the country GDP, the previous year's budget performance, trend analysis of crime, economic growth, police capacity building, introducing new technologies, and the number of police officers. The MoFED officer's comments on the presented plan to the police commission for amendments to the budget plan. Based on the comment received from MoFED, the police commission rectifies it, and when both parties agreed, MoFED accepts it as a final budget plan for budget allocation. Finally,

MoFED presents the budget plan to the house of representative for the final decision. Hence, the budget will be released after the house of representative endorsed it (House of Federation, 2012: 24).

As explained by the participants from the two samples, the next step is declaring the budget to the management of the police commission where they simultaneously issue it to distribute to various departments in the commission. Then the departments will allocate the budgets to different units under their supervision to use properly to run plans envisioned. This is also stated in the report prepared annually by Tigray Regional State Police Commission (Tigray Regional State Police Commission Annual Report (2013:15).

4.2.3 Budget allocation for crime prevention in the Regional States of Ethiopia

From an Ethiopian perspective, the budget cycle has four stages, namely: budget preparation, budget approval, budget implementation and budget control at all levels of jurisdiction, which is at Federal, Regional, and district government levels (MoFED, 2012:17). This process is illustrated in Figure 1.7 below. The first stage - budget preparation - has four phases. Firstly, all public bodies are required to perform all budget preparation activities including mid-year program review for the current fiscal year, preparation of unit costs and work plan for the upcoming fiscal year. This phase facilitates the second phase, submission of the budget request in time.

The second phase of budget preparation includes a budget call letter issued by the Bureau of Finance and Economic Development (BoFED) to all public bodies. The budget call letter includes recurrent and capital budget ceilings, priority or focal areas to be considered in preparing the budget, the submission date of the budget request by public bodies to the respective finance and economic development institutions at all jurisdictions. Public bodies are required to respond to the budget call by preparing their budget according to the guidelines with their action plan. If a public body fails to submit its budget request by the time specified in the budget call letter, BoFED shall recommend a public body's budget based on the information it has.

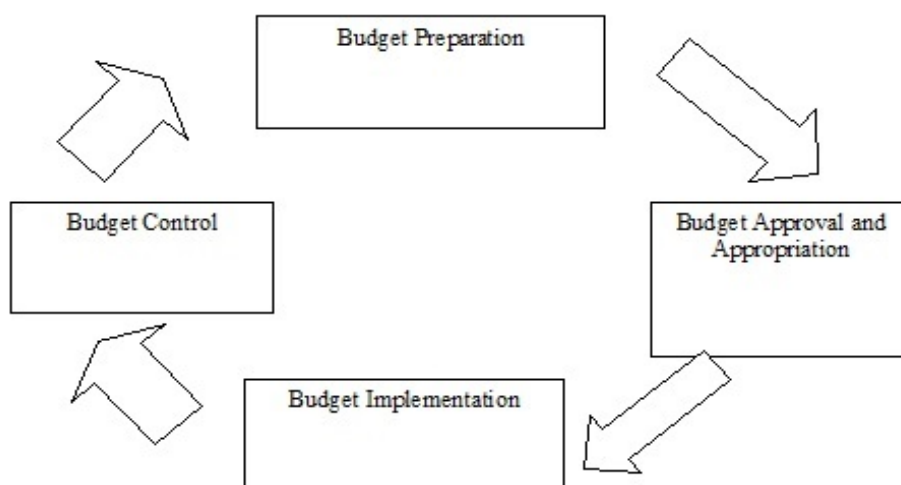
The third phase is conducting a budget hearing of public bodies with BoFED. Based on this discussion and government policies and priorities, total expenditure ceiling allocated ceilings for each public body; the requested budget will be reviewed, adjusted and consolidated. The last phase is summarised in the recommended budget by BoFED to be presented to the executive body, Council of Ministers, Regional Council, and District Council. The executive body shall review and recommend the budget (MoFED, 2012:2).

The second stage of the budget cycle is budget approval and appropriation. After the recommended budget is reviewed and adjusted by the respective executive body at all levels, it is then presented to legislative bodies, the federal house of people's representatives, regional house of people's representatives, and district house of people's representatives for approval of the budget and annual appropriation of the approved budget at all levels. These legislative bodies review, amend, and approve the budget (MoFED, 2012:5).

The third stage is budget execution that is once the budget is approved and appropriated by the legislative bodies, BoFED prepares the budget allocation guideline and the notification to public bodies and their budget institutions of the source of finance and line item of expenditures for the disbursement of the approved budget. The institutions then use the budget to carry out their activities for the year.

The last stage, budget control, deals with performance reviews. This includes activities such as ensuring whether the revenue, utilisation is according to laws and regulations, ensuring whether a disbursement is made according to budget, ensuring whether public property is kept safe, and the recording and accounting procedures are up to the standard.

Figure 1.7 Budget cycle for budget allocation in regional states



(BoFED, 2012:3)

Participants in the study were asked to describe how the budget is allocated in the Regional States of Ethiopia. The participants have explained that the regional states are subject to follow the processes that are in line with preparing the budget plan. The following narrative captures the collective responses of 54 participants from sample B.

The prepared budget plan of the regional government offices will be sent to the plan and finance administration. After the request reached the office of the regional state bureau of finance, then it will be placed on the agenda of the regional cabinet for possible amendment and further discussion. Later, the regional parliament will see, and the decision passed is the last resort to be effective by bureaus of various departments.

In support of the above idea, 11 participants of sample B said:

Bureau of the police commission delivers the budget plan to the regional Bureau of Plan and Finance (BoFED). The BoFED sent to the regional cabinet for amendment and discussion. Later, the regional parliament approves the final decision for the budget, and the BoFED distributes to the regional state police commission for action and implementation.

The response from the remaining 10 participants of sample B can be summarised as follows:

The budget plan of the regional security and administration bureau prepare the plan and send to the regional plan and finance administration for amendment and thorough discussion. After coming through a thorough discussion, then it will be sent to the regional parliament for a final decision. Finally, the allowed budget will be dispersed to the respective bureaus and hence will be used for police activities.

The same question was posed to sample A. The responses of 16 participants can be summarised as follows:

As per the growing security service demand of the community, a high amount of the budget is allocated in the region for crime prevention. The ultimate objective in the allocation of budget to the regional states of Ethiopia is to uphold the security with the necessary resources to enable to fiercely combat crime and create the place free of crime and fear of crime. As crime prevention is one that needs high care and thus requires a higher budget.

The responses from the remaining 5 participants are captured in the following narrative:

There are different factors that consider the allocation and appropriation of the budget in Ethiopia. The factors such as geographical location and land size, number of population, crime rate and fear of crime are commendable in allocating resources to sectors delivering social services in Ethiopia.

Even though there are differences among the three groups in the regional states concerning the procedures, the first three groups of participants of sample B who responded to the questionnaire stated that the procedure that operates in all states formed the federal government are derived from the general framework of the budget allocation of the Federal Government of Ethiopia. However, the remaining two groups of participants who were interviewed stated that preparing the plan to ask budget for execution is the one all agreed to be kept while claiming the budget from bureaus in charge of dispensing based on the expert's opinions.

4.2.4 Budget allocation guideline prepared by BoFED for crime prevention in Tigray Regional State

Annually there is a call for documentation before budget preparation begins. The guideline is prepared with having a technical focus on how to prepare, plan and budget at the department (cost centre) and combined at commission level and also the strategic direction of the regional government should be seen in the focus area (BoFED, 2012:34). Similarly, the guideline is prepared and given an orientation to each department or cost centres by the top managers of the regional police commission. Once the budget is approved and appropriated by the legislative bodies, BoFED prepares the budget allocation guideline and notifies the public bodies and their budget institutions of the source of finance and line item of expenditures for the disbursement of the approved budget. The institutions then use the budget to carry out their activities for the year. Generally, every sector has its own guidelines (BoFED, 2012:34).

The question regarding the explanation of the budget allocation guideline as prepared by BoFED for the crime prevention in police services in Tigray Regional State presented here helped the researcher to obtain valuable information about the guideline to the budget formulation of the police service in the Tigray Regional State. Participants of the study put forward their opinion in different ways, and their statements are clustered into five groups of opinions, which were two groups of sample B, and three groups of sample A. With this in mind, using sample B participants, which were the interview schedule for district participants, 55 of sample B participants, made specific mention of the guidelines and how it assists in budget allocation. Their responses are summarised as follows:

Although there is police guideline that can help to allocate budget and to manage extra activities, the guideline can be changed and rectified to allow priorities of jobs. Anyway, there is a guideline that can help budget makers to provide their job regarding the budget allocation for crime prevention.

This is in contrast with 20 participants from the same sample. Their responses are captured as follows:

We have seen through our experience neither federal nor regional police has a budget guideline, that means there is no permanent guideline. We haven't also observed the presence of budget guideline in both federal as well as regional police. This indicates to us that we are unaware of the very existence of the guideline itself.

The participants from sample A were a bit more diverse in their answers. Their responses are presented in a summarised narrative below: Seventeen participants said:

Sectors and budget makers prepare general guideline regulating the budget request processes at the federal and regional state. That means budget makers are governed by the guideline, which is prepared for budget allocation.

In support of the above statements, one participant of the interview using sample A also has agreed to some extent on that,

There is a guideline assisting in managing the budget and the jobs that are extra demanded police activities.

Another participant from the same sample said:

First, the government prepares long and short views of development. This was why the guideline is important. For example, to implement the Growth and transformation plan (GTP) of Ethiopia, there is a guideline line that considers the GTP.

In summary, the following narrative captured the essence of the input sample A provided on budget allocation guidelines:

As we are the police budget maker, most of us assigned in this part of guideline preparation that can help us to allocate budget. This guideline also helps us to control additional activities. Most of the guideline is focused on the government priorities and clustered together to create wholeness, priorities and clustered together to create wholeness.

There were, unfortunately, a very small minority of participants from sample A who indicated that they did not know the budget allocation guideline which is in use at both the federal and the regional state police.

Thus overall, the majority of the participants from both samples have a fairly good understanding of the guidelines about budget allocation. The participants who were not abreast of these guidelines are in the minority, but since they are in strategic positions, attention will have to be given to their development in this area.

4.2.5 Processes involved to allocate budgets to various police service operations in Tigray Regional State

The participants were asked about the processes involved in allocating budget to various police service operation. The result will be presented and discussed in detail in this section. In Tigray National Regional State (TNRS), the budget cycle consists of eleven stages according to the reform (BoFED, 2004:15). The stages in the cycle are as follows:

1. budget call,
2. budget preparation,
3. budget request,
4. budget hearing and recommendation,
5. budget approval,
6. budget appropriation,
7. budget notification,
8. allocation,
9. budget implementation,
10. budget control and administration
11. Reporting (Tigray Regional State Bureau of Finance and Economic Development, 2004:15).

The researcher will now briefly explain each of these steps.

- *Budget call*

The Bureau of Finance and Economic Development (BoFED) issues annual call letter for recurrent and capital budget every year to different regional sectors and districts. Budget call in Tigray regional government has two stages. *The first call* is made before the federal government grant ceiling to the region known as pre-ceiling. The call will be made by estimating the grant based on only the last year revenue and the foreign aid and loan based on the information available. The *second stage* of the call is when the actual grant from the federal government is known. Here, the BoFED instructs the district government to prepare their budget based on the new actual budget ceiling. The budget call letter may include information about budget preparation calendar, principles to be followed in preparing capital and recurrent budget, sector policies and priorities to be considered.

- *Budget preparation*

Upon receiving the budget call from BoFED, the Regional sectors at cost centre level governments are expected to prepare their capital and recurrent budget according to the estimated ceiling. However, this budget is subject to adjustment or revision upon the notification of the new actual ceiling.

- *The budget request*

The budget request is the stage when cost centres in the regional sectors prepare and consolidate at sector level their budget using the ceiling provided to them in the budget call and the information from the annual budget.

In this process, the cost centres have a task of preparing their own budget related to their annual plan and submit to the sector management committee. The management committee also adjusts their work plans to the budget ceiling according to the sectors work plan, determine the cost of activities in the work plan and complete the standard format to submit the budget request.

- *Budget hearing and recommendation*

The BoFED appoints a committee to conduct a budget hearing and analyse budgets for each public body. The budget hearing is an opportunity for officials from each public body to present its budget requests for the coming year. The designed committee, in consultation with senior officials of the BoFED, prepares a budget-hearing program.

At the budget hearing, officials of the public body present budget requests for their sub-agencies/cost centres and projects to the offices from the budget hearing committee. Budget expects with the BoFED provide statements and additional information to the budget hearing committee. During the budget hearing, the officials and experts answer questions and provide any required information. The budget hearing committee reviews the budget request and checks:

- Whether the budget request is prioritised according to government policies and the objectives of the public body.
- Whether the budget request is within the ceiling provided.

After the budget hearing, the committee must determine a budget that it recommends and present it to the council for approval.

- *Approval of the budget*

Approval is the detailed review of the budget to ensure that it is in line with the government policy. The Regional Council reviews the recommended budget and may approve the budget with or without adjustments. The recurrent and capital budget to be approved has to be balanced with the ceiling by its source. The budget will be approved for each cost centre of public bodies of the region. Additional budget, if any, has to be always approved by the regional council. Once the council approves the budget, no institutional body is empowered to adjust it.

- *Budget appropriation*

Appropriation is the legal mandate to spend out of the consolidated fund. It is the stage where the annual budget is legalised, and the proclamation is issued in Regional *Negarit Gazeta* (local and governmental newspaper). The budget proclamation has standardised contents that set out the authorities and responsibilities of public bodies, the BoFED, and the council at each jurisdiction. While approval can and should be done by very detailed budget categories, an appropriation may be more global. The two major parts of the proclamation are the appropriated budget and the approved budget.

- *Budget notification*

After a draft budget proclamation is presented to the regional council and appropriation is made by the house of representative, the BoFED prepares the budget notification. This notification is done from details of the offices recurrent and capital budget allocation at sub-agency/cost centre level by an item of expenditure and source of finance and sends to each government body within a designed time by using relevant formats.

- *Budget allocation*

Each sub-agency/cost centres do the budget allocation for both recurrent and capital budget using cash flow and other formats to provide them with some flexibility in the utilisation of the authorised budget. Budget is allocated only once at the beginning of the fiscal year. Once BoFED approves the budget allocation, the respective office is bound to implement, what it indicated. Budget allocation forms are prepared and approved by BoFED and distributed after the approval of the allocation to disbursement section, budget department, the office itself and others so that they can act accordingly. The sub-agency and public sectors had to prepare an action plan and estimated monthly cash flow that has to reach the budget and plan section and disbursement section before any disbursement request is presented.

- *Implementation of the budget*

In the implementation stage, the budget is managed in terms of the request for adjustments (transfers) and monitored through financial and physical reports. Once the budget is proclaimed, expenditures are supposed not to exceed the approved budget. However, whatsoever properly formulated budget exists, the future may not be as expected. There may be situations, which require adjustment of the budget. These adjustments are made in terms of the transfer or additional budget.

The budget transfer is made when the requesting office justifies that transfer of budget results in efficient utilisation of resources. Such requests should be presented by the standard form signed by the head of the respective office and approved by BoFED. However, transfers from operating expenditure to salary and allowances, and from the capital budget to the recurrent budget are not allowed. The additional budget may be provided by the regional government to the sectors when a fund of the additional source is received. The additional source may also be given when there is a situation which forces a project to expend more than the approved budget or recurrent budget. In this case, the additional budget will be requested by the sectors. Therefore, the additional budget will be allocated to the government bodies based on the priorities of the region and financial capacity of the region. Such budget adjustments have to be approved again by the regional council.

- *Budget control and administration*

The responsibility of administering and controlling the budget lies mainly with the sub-agencies and public bodies themselves. The sub-agencies and public body have to register, balance, and check if disbursements are as per the approved budget. BoFED is also responsible for registering in the budget control form and checking if disbursement requests are according to the action plan and monthly cash flow plan, the approved budget and the financial rules and regulations of the BoFED.

- *Reporting*

To follow up and monitor the proper implementation of the budget, there are regular (monthly, quarterly and annual) physical and financial reports prepared by sub-agencies to submit to their bureaus and the bureau to different respected parties, Decentralisation Support Activity.

The participants from both samples were asked what process(es) are involved in allocating budget among the different service operations in Tigray Regional State. The responses from sample B will be discussed followed by the responses from sample A. As will be seen from the text the responses are clustered into sample B two groups of clusters and sample A, eight different groups of clusters of opinion. The collected responses of the review schedule from the district participants have been thematically analysed and delineated here below:

The majority of the participants (Sample B) that are 57 participants stated that BoFED drafts the budget and the budget is subject to improvement by the House of Representatives. Others (18 participants) (Sample B) have expressed that sectors in the state bureaus are accountable for the preparation of the budget plan, and BoFED complies with the plan and eventually release the budget. It was further discussed as a point of relevance relating to the number of manpower and the levels of crimes. The emphasis is given to the importance of knowing the relative number of manpower outweighs others in the part of the decision of budgets. This helps budget makers to activate their budget process properly. Moreover, to allocate budget for crime prevention comparing the position of crime in terms of its level with other sectors is also mandatory to involve the budget allocating process among the different service operation in the state of Tigray. The Regional police commission is responsible for leading the zonal police activities. The processes in a budget allocation have had the hierarchies working in operations such as crime prevention and investigation.

The responses obtained from the participants of sample A on the process of budget allocation were identified to have eight clusters of groups of responses as explained below. As was done previously, the researcher used a narrative to underscore the feedback from each of the identified clusters.

One category of the group in sample A which consists of 6 participants that:

Police commission gather all the plans of budget from the seven zones then the collection of the budget plan is brought to the bureau of finance and economic development (BoFED), at last, regional bureau and zones make an agreement.

In support of the above, 2 participants, mentioned that:

The initial step in the budget preparation is to outline the lists in the form of activities and ask the budget accordingly. The budget request will be decided based on the capacity of the economy of the country. As the budget is allocated to the sectors, they are ordered to use it wisely.

Two participants have also claimed the following remarks on the allocation to varied services in policing:

Having evaluated the different sectors and their previous expenditures, the budget will be amended by the house of representative through permanent economic issue members, which acts as the endorsing committee. The Budget approved by House of Representative will then be dispensed to the zonal police where the zonal police are responsible for deploying for units in a zonal police structure, which includes the police units at the lowest echelon.

The remaining 11 participants presented the following main ideas, clustered into four groups.

- At first, all expenditures are listed, and then a budget is allocated for them based on the capacity of the economy; (three participants)
- District administration allocates budget after the district allocates the budget to the different units within the district that share the budget including the police units;(three participants)
- In the process of budget allocation, mainly it considers the geographical location and manpower of the area; (three participants)
- The process involves the structure, and the status quo, the budget will be allocated as per the human power and vacant position (two participants).

In the process of budget allocation, the duties of the offices are considered. Moreover, the ideal process and the paths respected in asking the budget of the police are basically under strict guidelines. Taking all the comments by the participants, one can understand that there are hierarchies where the regional police are in charge to compile the budget need of the zonal police and present the demand to the budget hearing council at the regional bureaus.

In general, there are eleven stages in the budget processes that are used in allocating budget. The stages and responsible body for each stage are already mentioned in the above. Though participants didn't mention the stages properly, their answers are similar due to their explanation of specific items like BoFED. According to the data gathered through observation, the following processes were approved. Those were budget call, budget preparation, budget request, budget hearing and recommendation, approval of the budget appropriation, budget notification, budget allocation, implementation of the budget, budget control and administration, and reporting.

BoFED of the Tigray Regional State (BoFED, 2010:27), sets out a rolling three-year macroeconomic framework to give estimates and public bodies review their spending. BoFED also issues a budget call, and public bodies prepare their budgets. Lastly, these are reviewed by BoFED with bodies having a chance to defend their budgets, and BoFED prepares the recommended budget and sends it to the Executive – Council of Ministers. The Council of Ministers reviews the budget and sends it to the parliament for approval. Finally, the house of councils debates the budget, amends it, and approves it. In addition, police officers participate in the budget allocation.

4.2.6 Criteria in allocating the police budget for resources

In general, the importance of criteria to allocate budget to different police jobs is highly supported, except the contents they should embody. The major points dealt in depth refer to that of the items that are decisive to be part of the time of allocating the budget to police, at a different level. According to an unpublished training manual of BoFED (2012:12), before getting into the budget analysis, one has to be clear on the budget process and the way the budget is presented.

The criteria used to allocate the budget for various activities in the police had the premise and developed with the aim to increase the appropriateness of whatever measurement. Participants were asked about their views on the criteria employed in allotting the budget for police. From the responses, one can see that the answer for the question posed regarding the key criteria considered in allocating police budget (resource) in Tigray regional state, their replies could be clustered into four groups of categories. Thus, the first group, which consists of 45 participants from the districts, that is the sample B (out of 75 participants) reflected their knowledge and understanding of the criteria in allocating the police budget as follows:

Geographical location and level of crime prevention are the key criteria considered in allocating police budget. This shows us that the budget makers depend on the geographical location and the level of crime prevention while they are making the budget.

In furthering the criteria in use during budgeting the police in various capacities, other clusters of 30 participants of the district (sample B) have stated that:

There are a lot of the key criteria in place genuinely to determine the budget needs of units performing different tasks to achieve common goals. Key criteria such as location, buses to service employees to offices, number of members, crime and trafficking in persons are under consideration.

In addition to the explanation described as aforementioned, the following statement was made by a group of 13 zone participants (from sample A) that makes a separate cluster into two about the criteria employed in allotting the budget for police:

Any problems such as unprecedented incidences are taken into account in the key budget criteria. When the problems show signals, the only thing to get the budget allotted is to report the incidence to the higher officials as quickly as possible. Suspicion of crime, the brotherhood of boards, teaching the Constitution of the country to citizens must be the criteria to allocate the police budget

Furthermore, the last cluster of eight sample A participants claimed that the criteria could be further read as follow:

In my understanding, the strategic initiative police attempt to implement must be in part to determine the budget demand of the police. I thought that this must be a key in the decision of the budget. In doing this, the possible outcome is to develop the administrator's concern and effort to achieve the strategies in place to attain the objectives understated. Though, every sector has got the criteria to allot the budget to units, the budget in police organization should embrace the basic components such as a number of employees, transportation, telephone police uniform military goods, ranks, orientations and training must be the criteria to allocate budget.

Thus from the discussion above it is clear that the majority of the participants are familiar (some to a lesser degree though) of the criteria involved when determining police budgets. Knowing the criteria is important, but what is perhaps equally so is the codes used when applying for a budget. The next section deals with these codes.

4.2.7 Budget titles for the allocation of police budget for crime prevention

Theoretically, the budget titles are the various codes used to allocate funds to different policing activities. The police budgets, as budgets similar to its equivalences, consider the so-called budget titles in police services. The major emphasis given by the participants about the issue of budget titles in the police budget is categorised below.

The first group (from sample B) consisting of 63 participants said that the following lists are attended in budget titles considered for allocating the police budget to prevent crime:

Actually, there are many titles that are considered for allocation in the police budget. For example, key parts such as the police job, training, education, salary, and budget for surveillance, to the custody of wanted criminals and suspects are in titles.

In addition to the above, the second group consisting of 12 participants (from sample B) has brought up the following as lists of budgets after the further discussion has been made:

Through our experiences, we have observed the items in the budget outline. These are with the intention to avoid the predicaments caused by the growth of population. The items in the police budget entail including expenses for allowance, purchasing

uniforms, oil and police vehicles. The items indicated are most commonly used to itemize the budget allocation.

As far as the question budget titles in the police budget to crime prevention concerned, the comments and opinions made by the 21 zone participants (sample A), the following remark have been stated as an extension to the police budget.

Police use different materials to facilitate its activities. Therefore, materials and supplies that are useful for police are used as titles to allocate police budget. Lists can consider various activities including police training, police education, the salary of police members, and surveillance of wanted criminals. Most of the time police items related to avoiding the challenges of population, allowance, uniform, and oil consumptions are the main titles, which are used to allocate police budget.

As per the report to allocate a budget, the following must reflect the various codes that budget makers are considering: salaries to permanent staff, wages to contract staff, allowance to permanent staff, government contribution to permanent staff pension, uniforms, clothing, bedding, office supplies, printing, medical supplies, food, fuel and lubricants, other materials and supplies, miscellaneous equipment, per diem, transport fees, official entertainment, maintenance and repair of vehicles and other transport, maintenance and repair of plant, machinery and equipment, maintenance and repair of buildings (Tigray Regional State Police Commission Annual Report, 2014:1)

In general, the replies for the participants indicate that collectively they have a fairly good understanding of these codes and that their understanding is on par with the existing facts available on police reports.

4.2.8 Budget formulae applied to allocate budget

According to the federal budget grant distribution formula of 2012/13-2016/17(2012), there is the budget formula for each budget allocation. No one can allocate budget without this formula. The new federal grant budget formula was tabled for discussion and endorsed by the House of Federation on 15 May 2012. Unlike the earlier formula, which served for only three years, the federal grant budget formula is envisaged to remain in force for five years. In addition, the current formula widely improved the potential revenue estimation of regional revenue as well

as the expenditure needs of regional expenditure responsibilities. In addition to that, sources of revenue were included based on improved data sources collected at the federal and regional level (House of Federation, 2012: viii).

- Legality of the Block Grant

The block grant to districts was first introduced in 2010 through Law N° 17/2010 of May 10, 2002, that was later amended by Law N° 33/2003 of September 06, 2003. The objective of the block grant was to support districts in meeting their recurrent expenditures.

- The current Formula

The current formula uses four parameters as follows:

1. District population size, which represents 30 per cent of the block grant allocation;
2. District area, which accounts for 10 per cent of the block grant allocation;
3. Poverty index, which is measured by differences in districts tax revenue whereby districts are divided into three categories according to their level of tax revenue. This accounts for 40 per cent of the block grant allocation;
4. Performance index that is measured by report submission by districts, which accounts for 20 per cent;

- Proposed Formula

The proposed formula is shown below and is designed to address the above shortcomings of the current formula:

Formula:⁵

Where:

$$T_i = \left[\frac{POP_i}{\sum_i POP_i} * \alpha_1 * T \right] + \left[\frac{1/REVCAP_i}{\sum_i 1/REVCAP_i} * \alpha_2 * T \right] + \left[\frac{AREAi}{\sum_i AREAi} * \alpha_3 * T \right] + \left[\frac{REVCOL_i}{\sum_i REVCOL_i} * \alpha_4 * T \right] + \left[\frac{FINGAP_i}{\sum_i FINGAP_i} * \alpha_5 * T \right]$$

T_i = Total transfer to District “i”

T = Total amount of block grant

$\alpha_1, \alpha_2, \alpha_3, \alpha_4$ = Allocation weights

POP_i = Population of District “i”

$REVCAP_i$ = Revenue per capita of District “i”

$AREAi$ = Area of District “i”

$REVCOL_i$ = Percentage increase in revenue collection of District “i”

$FINGAP_i$ = Financing gap of District “i” (difference between its own revenues and its salary cost)

Explanation of the five components:

➤ Population component

$$\left[\frac{POP_i}{\sum_i POP_i} * \alpha_1 * T \right]$$

This component provides funding to districts proportionally to the size of the district population as a share of the total population of the districts.⁶

⁵ This formula is applied only to districts, which have revenue per capita lower than one third of the highest revenue per capita.

⁶District data is provided by MINALOC. The population of MVK districts is excluded in the sum of total population of districts since their revenue per capita is higher than one third of the highest revenue per capita.

➤ Poverty component

$$\left[\frac{\sum_i REVCAP_i}{REVCAP_i} * \alpha_2 * T \right]$$

This component provides funding to districts proportionally to the inverse of their revenue per capita, as a share of total revenue per capita of districts concerned by the formula. It provides equalisation among districts, by giving a greater share to the poorest districts.

➤ Area component

$$\left[\frac{AREA_i}{\sum_i AREA_i} * \alpha_3 * T \right]$$

This component provides funding to districts proportionally to their area size, as a share of the total area of districts concerned by the formula. It ensures that the fact that some districts have higher service costs associated with their larger areas is taken into account by the formula.

➤ Bonus for revenue collection

$$\left[\frac{1/REVCAP_i}{\sum_i 1/REVCAP_i} * \alpha_2 * T \right]$$

This component aims at providing an incentive to districts to improve their revenue collection. It provides funding to districts proportionally to the increase in their revenue collection, as a share of the total increase for districts concerned by the formula. Given the lack of comparable data for 2005 districts' revenue collection due to the administrative reform, it was assumed for the 2007 budget that all districts had a comparable performance in increasing their revenue collection.

➤ Financing gap component

$$\left[\frac{FINGAP_i}{\sum_i FINGAP_i} * \alpha_4 \right]$$

Given the importance of salary costs (districts, sectors and cells) in the district's budgets, and the fact that these costs are set in the Organisational Structure for civil service and are therefore fixed costs, a key role for the block grant will be to support districts in providing for these fixed costs. This component provides funding to districts proportionally to the financing gap between their own revenue and these fixed costs.

- Weighting of Parameters

Table 1.11 Weight allocation to the five parameters applied to the 2007 block grant:

Weight and amount	Population	Poverty	Area	Bonus	Financing gap	Total amount of block grant
weight	2	2	1	1	4	10
corresponding amount	1,664,897,800	1,664,897,800	832,448,900	832,448,900	3,329,795,600	8,324,489,000

Table 1.11 indicates the weight allocation applied to the five parameters for the 2007 block grant.

- Request to Cabinet

The Cabinet is requested to approve the proposed formula for the allocation of a block grant to districts. Given the above national formula and practice, a question was put to participants whether they are aware of the presence of this formula and their responses were collected and analysed qualitatively and found out the following perspectives:

Accordingly, all the study participants responded that the budget formula and its use in allotting the budget in the police were agreeably important to base the decision on scientific premises. With this regard, study participants of district (Sample B) responses were clustered mainly into seven cluster groups of opinions. These opinions made by participants have been explained as follows.

The first cluster of the category of 10 participants stated that:

Yes, the formula is used for allocating budget, however, one can make a plan in evaluating past events in the light of today budget allocation. The formula is constructed based on capacity building with a number of population, levels of growth of the country. That means the budget is allocated considering the economy of the country

In support of the benefit of the budget formula, 8 participants (Sample B) made the following remarks:

The formula can benefit many things. The budget formula is used mainly for the prediction and allocation of the budget. It is well known that budget can't be allocated without formula. The budget formula exists and works according to past budget allocation.

The codes, as described by participants begin from 01 and run up to 03. Codes that are given to budget titles are kept; the budget formula used in taking the codes into attention was applied by the House of Federations of the Federal Democratic Republic of Ethiopia. Even though the existence of budget formula and the last resort in decreeing the budget result is the House of Representative of Ethiopia, five participants (Sample B) are not aware of the budget formula including the body where the final say is found.

In compliance with this, the other cluster group of six participants from sample B emphasised the problem in putting an example to support with reliable evidence as stating that

Yes, there is a budget formula, but we didn't have enough information about the formula in detail.

The majority (40) of the participants (Sample B) knew of the presence of the budget formula, but still, there is some doubt about its use and functionality. This implies that the budget formula is known (by a small majority) and used (possibly only by this small majority) in setting and formulating a budget. Hence, budget makers (53% of sample B) use the formula. In addition, four participants (of sample B) believe that the formula is not functional requiring additional information provided to the workers to convince the functionality of the formula. Two participants (Sample B) also expressed that there is no formula for allocating budget, which may be the result of lack of awareness on the presence and application of the formula.

On the other hand, the zonal participant's (Sample A) responses to the question concerning the existence of any budget formula applied to allocate budget, the collected responses from their

interview scheduled were gathered and clustered into six main ideas; the six main ideas are listed below:

- Yes, there is a budget formula that considers the number of population, number of police members with job density; (seven participants)
- The budget formula is used mainly for the prediction and allocation of the budget; (five participants)
- The budget formula exists and works according to past budget allocation; (three participants)
- Yes, the budget formula usually used to be the central case referred to 01–02–03; (two participants)
- Others also said that they didn't have enough information about the formula and (two participants)
- There is a computational formula system that will be used. (two participants)

Though awareness of the presence of budget formula is heterogeneous, using budget formula was similar to the intentional practice as it was reviewed in the literature. In the observation of the researcher, this formula was practised by budget makers. Therefore, the majority of the participants mentioned there was the budget formula. The interview also indicated the presence of budget formula. However, there was a minority that is either unaware of or confused about the efficacy of the budget formulae: and this may be problematic for budgeting in the region.

4.2.9 Budget allocation to different police service operations

The budget allocation to different police service operations is similar to the kind of allocation applied to various public sectors. The participants were asked about this, and their responses were clustered mainly into three groups of clusters. The first category of 64 participants using sample B stated that:

There is no different police budget process. It is similar to the other sectors. Once the government approved the budget in the regional parliament, the next step is to endorse the budget amounted to sections in the centres as well as the Woredas. Although the house of people representative can amend the budget, the draft is made by sectors. Then sectors received their ratified budget.

The remaining 11 participants of sample B explained the following mechanism in place to allocate budget to different police operations and the similarity in steps coming when one completes:

Police commission prepares its annual budget plan based on the departments, which are found in police commission. There is a similar process among the different sectors. All sectors used budget call and budget implementation process. Higher budget is allocated for salary and job activities than for jobs that benefit people, for intelligence materials and other planned jobs.

In expanding the points explained, the emphasis was placed on BoFED to decide on the budget claimed by police and other public sectors. Relying on the information that is in the mandate of BoFED, 21 zonal participants from sample A said the following as points of emphasis regarding the budget allocation to different police service operations:

Police commission list down job items. Based on type and levels of job activities of the police commission, the budget is allocated. A budget code is given by BoFED using the cost centre (department). The drafted budget plan is sent to BoFED and BoFED make a discussion on the budget plan before it is distributed. BoFED calls sectors to prepare a budget plan. So, it is done based on the conditions of salary and job activities

4.2.10 Challenges in the process of allocating budget unit in the different police service operations of Tigray Regional state

According to the Tigray Regional State Police Commission proclamation no. 221 (Tigray Regional State Police Commission proclamation, 2012:12), the following challenges occurred during budget allocation in different police service operations of Tigray Regional State.

- (i) The poverty index is so general and assumes that all districts within the same category face the same recurrent costs and should get the same allocations;
- (ii) The performance index contradicts the objective of the block grant. This may penalise poorer districts, while even stronger support is needed in such circumstances.

Though the report has identified the above two basic challenges, participants and participants reply the following as summarised below:

The district participants (sample B) responded to the question on listing the challenges faced in the process of allocating the budget within the different police service operations; their responses were collected and analysed qualitatively and found the following perspectives:

The majority of the district participants from sample B (60), stated the challenges as there is disagreement between budget makers and sectors at the time of budget allocation and hearing stages as a challenge in the process of allocating budget unit in the different police service operations of Tigray Regional State. It implies that budget makers minimise the amount of budget allocated since they have less information and understanding on trend activities of the police service operation, however, compared to other sectors, the budget maker's focus is not up to the expectation. In addition to that, other 12 participants (sample B) said that lack of awareness in crime prevention also occurs within the budget allocators. Furthermore, the three remaining participants (sample B) mentioned that there is inefficiency in the implementation process of the budget allocated as well as incompetent professionals in the budget allocation office and allocating budget is made in presumption. This indicates, as there is a lack of training and education in the area to supplement the budget allocation for police. These types of problems are among the problems faced by police offices in various nations as the literature reviewed indicated.

Similarly, the zonal participants (sample A) were interviewed to list what the challenges faced in the process of allocating budget within the different police service operation of Tigray Regional State. Their responses were collected and analysed qualitatively and found the following perspectives:

The majority (19) of the participants (sample A), listed the following challenges.

- A lack of coherence between the budget requested and plan prepared,
- Poor co-ordination between budget preparation and budget execution functions,
- Inadequate preparation in the budget hearing,
- Less understanding on the national goal of the country, and
- Improper documentation of the details of the activities.

The remaining two participants (sample A) also stated the following:

- The limitation of the ability for the in-depth analysis and understanding of the budget process,
- Inaccurate assumption,
- Massive time commitment,
- Tedious manual input, and
- Lack of the future and the risk evaluation.

Based on the observation made, the above local challenges from participants are similar to the international challenges in the process of budget allocation. Based on the observation, budgeting was based on unrealistic plans and programs. Dual budget systems also de-linked recurrent, and capital and development spending, and detailed line item budgeting was the norm, emphasising inputs without much regarded for functions or programs. Not only this, but also there was a lack of commitment and accountability by high-level authorities, coupled at times with high levels of corruption, and the ministry of finance was unable to enforce fiscal discipline over spending units, which were often protected through political patronage. In addition to that problem, there was also an institutional fragmentation in the finance functions, with poor coordination between budget preparation and budget execution functions and there is a weak legal framework, which presupposes a strong-willed executive branch to enforce best practices through regulations. Finally, there was also a lack of local capacity, which was ensuring adequate counterpart capacity to make the reform effective was recognised as one of the most important constraints and therefore a challenge for the reform program. So clearly there are a great many challenges that the Tigray Regional State is facing.

4.2.11 Annual of budget allocated for District police service (2011-2014)

As the table 1.12 indicates, the general share of the budget of districts was 2.3 per cent in 2011, 1.9 per cent in 2012, 1.8 per cent in 2013, and 1.8 per cent in 2014. This includes the budget of all 52 districts of Tigray Regional State.

Table 1.12 The distribution of the total Share Budgets of Districts from Zones

S. No	Year	1	2	3	4	5	6	7	8	9	10
1	2011	3119256	108,603.29	36,706.96	71,896.34	145310.25	217206.59	6.96 %	2.3 %	3.4 %	1.1 %
2	2012	5421881	156,751.43	50,940.95	105,810.48	207692.38	313502.86	5.78 %	1.9 %	2.8 %	0.9 %
3	2013	7371907	235,353.97	96,210.78	139,143.19	331564.75	470707.94	6.38 %	1.8 %	3.1 %	1.3 %
4	2014	7774091	266,433.92	119,473.22	146,960.71	385907.14	532867.85	6.85 %	1.8 %	3.4 %	1.5 %

Where 1 = Total TRG yearly budget, 2 = Total RPC yearly budget, 3 = Total budget of TZP, 4 = Total budget of TDP offices, 5 = Total budget of regional and zonal police offices of Tigray, 6 = Total budget of regional, zonal and district police offices of Tigray, 7 = Share of police budget from total budget of Tigray Regional State in percentage, 8 = Share of district police budget from total budget of Tigray Regional State in percentage, 9 = Share of police commission head quarter budget from a total budget of Tigray Regional State in percentage, and 10 = Share of zonal police budget from a total budget of Tigray Regional State in percentage (BoFED, 2014:5).

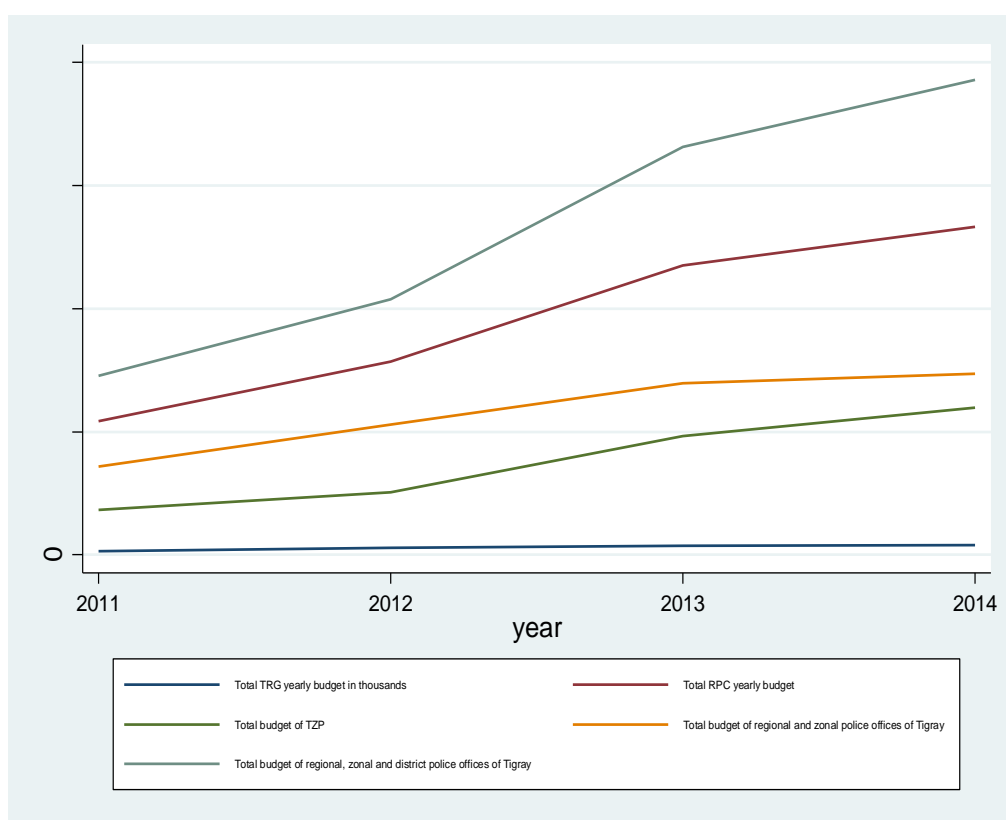


Figure 1.8 Line chart of the TRG budget to the other budget

As shown in figure 1.8 of the Tigray regional government yearly budget, regional police commission, Tigray zonal police, Tigray district police office, district participants were asked to estimate and explain the annual amount of budget allotted for police service of their district in the period, of 2011-2014. Their responses were summarised in frequency distribution as shown in table 1.8.

Table 1.13 The frequency distribution of district police budget as indicated by sample B participants, 2011-2014.

Budget (Eth. Birr)	Number of participants	Percentage (%)
1,630,480-2,500,000	35	46.9
2,500,001-3,500,000	6	8.3
3,500,001-4,500,000	8	10.4
4,500,001-6,512,839	22	29.2
Don't know	4	5.2
Total	75	100.00

From the above table, the sample B participants' response to the annual budget of their district ranges from ETB⁷ 6,512,839.00 and ETB 1,630,480. The average annual budget of the district of 2011-2014 is estimated to be ETB 1,203,696. Regarding the review of the literature, 2.3 per cent of the total budget of the Tigray Regional State is allocated to police services. The lowest budget allocated to district police was in the years 2013 and 2014, which was 1.8 per cent of the total share of the TRG in those respective years. On average in the periods 2013-2014, an estimated 1.95 per cent of the total share was given to the district police budget. Generally, the real budget, which is taken from the review of the literature, is almost similar to participants' answer although the participants couldn't separate the budget and its expenditures. It is possible to conclude that all the responses provided by all group participants were the same as mentioned above.

⁷ETB is Ethiopian birr and 1ETB=0.044 USD as of Feb. 24, 2017

4.2.12 The annual amount of budget allocated for police service in Tigray Regional Government Districts in 2011-2014

The annual amount of budget allocated for police service in Tigray Region Government in 2001-2014 is discussed in detail below under the title such as region level, bureau level and district level with their recurrent and capital budget and their expenditure.

Table 1.14 Tigray Police Commission Recurrent and Capital Expenditure at Regional and district level 2014 (‘000) ETB

Year	Budget Type	Regional Level		Bureau Level		District Level	
		Budget	Expenditure	Budget	Expenditure	Budget	Expenditure
2011	Recurrent	96,190.297	91,715.559	25,795.931	22,451.224	70,394.367	69,264.335
	Capital	12,412.997	8,695.850	10,911.025	7,311.975	1,501.973	1,383.876
	Total	108,603.294	100,411.409	36,706.956	29,763.199	71,896.340	70,648.211
	Recurrent	138,345.261	133,349.470	42,167.173	38,542.139	96,178.088	94,807.331
2012	Capital	18,406.171	14,934.116	8,773.778	5,302.418	9,632.393	9,631.698
	Total	156,751.432	148,283.586	50,940.951	43,844.557	105,810.481	104,439.029
	Recurrent	212,774.784	202,520.881	87,942.549	78,220.676	124,832.235	124,300.205
2013	Capital	22,579.190	19,716.757	8,268.232	5,442.597	14,310.958	14,274.159
	Total	235,353.974	222,237.638	96,210.781	83,663.273	139,143.193	138,574.364
	Recurrent	229,171.192	207,671.677	87,687.898	67,467.331	141,483.294	140,204.346
2014	Capital	36,960.490	9,529.584	31,763.320	4,541.689	5,197.170	4,987.895
	Total	266,131.682	217,201.261	119,451.218	72,009.020	146,680.464	145,192.241
	Recurrent						

Given these facts, a question in the interview schedule was asked to both sample A and Sample B participants to estimate each budget title in terms of the annual amount of budget allocated for police service in their district in the four-year period, i.e. 2011-2014 and their responses are summarised as shown in table 1.15 below.

Table 1.15 Distribution of the amount of budget allocated to districts

Amount of Budget (ETB)	Number of participants	Percentage
1,630,480-3,000,000	11	14.6%
3,00,001-4,000,000	40	53.1%
4,000,001-5,881,471.04	22	29.2%
I don't know	2	3.1%
Total	75	100.0%

To sum up, the real budget, which is taken from the review of literature is very similar to participants' response, although the participants couldn't separate the budget and its expenditures. In the participants' response, the range of budget allotted is as low as ETB 5,881,471.04 and as high as ETB 1,630,480. The average amount is estimated to be ETB 3,755,975.52. Regarding the review of the literature the range of budget allocated to the districts is ETB 326,383.84 to ETB 1,501.97, with an average yearly budget allocated is estimated to be ETB 163,942.90. However, one can realise that participants (i.e., those who participated in the interview schedule (sample B) are unaware of the amount of budget allocated to their operations which may affect their crime prevention activities.

4.3 CRIME PREVENTION STRATEGIES IN TIGRAY REGIONAL STATE

This section addresses the knowledge of the participants regarding crime prevention strategies which are used in the Tigray Regional state. Participants have been asked some specific questions on crime prevention strategies used in the Tigray regional. These include:

- Any previous knowledge on strategies employed in Tigray Regional State,
- what are the most effective crime prevention strategies?
- Which part of the police service operation that requires a higher budget,
- What is the annual contribution by the community to preventing crime, and
- Expressing these contributions in terms of money.

In addition, participants were expected to expand on the following matters:

- The strategies considered in the Tigray regional state;

- The effectiveness of the strategies to prevent crime in developing the community policing philosophies;
- their comparison on the budget: it is essential to be allotted to certain police functions and lesser to some other parts considered relatively to be improper.

Furthermore, the participants' perception is compared and contrasted with the literature surveyed. Presentation and analysis are followed based on the opinions and views of the study participants.

4.3.1 Strategies employed in the State of Tigray to prevent crime

The first question asked in the interview schedule to study participants is as per their knowledge what are the most effective crime prevention strategies? The participants responded as presented in the following and were then compared to the literature review.

According to the Tigray Regional State Police Commission proclamation no. 221, the strategies employed in the state of Tigray to prevent crime are:

- Introducing the science of community police to improve participation of people.
- Letting people be the owner of crime prevention strategies.
- Inviting people to solve their internal conflicts by themselves (Tigray Regional State Police Commission proclamation, 2012:4).

The heads of community policing deploy this, and head of crime prevention of the state commission to create awareness among people to hate crime. In this regard, participants (using the sample A) and participants (using sample B) were asked regarding their understanding on what are the strategies employed in the state of Tigray to prevent crime, and their responses were analysed. The strategies, which were answered, by the participants and participants were listed down below. The collected responses from the district participants and zone participants (as indicated in table 1.2) were qualitatively analysed and found the following perspectives.

Participants (sample B) said that the increasing result scored after introducing community policing became well acknowledged in the community at large.

- Of the 75 district participants, 57 of them responded that organising the community policing is the primary strategy employed by the Tigray Regional State police in the prevention of crime. It is quite obvious that this primary strategy is related to the government expenditure in affecting to the levels of crime, since the community participates in labour, ideas, and its share in the contribution of money, in hiring block guards, individual private guards.
- Fifteen participants stated that creating a continuous level of awareness among the public is being an important factor in impacting and suppressing crime level.
- Three participants (out of 75) participated in this schedule expressed that individuals are affiliating one to five networks adopted at the community and supposed the importance of the extension of forming a group of 5-10 people as an alternative strategy to prevent crime. However, the strategy in use in Tigray Regional State should also include the best international community policing strategies implementation and taking a benchmark of the country that implemented the safest strategy. Also, the police officer assigned should be equipped with the skill and technology requirements.

On the other hand, the 21-zonal participant's (sample A) interview selected from the zone responses to the same question were also analysed qualitatively and were found in the following perspectives:

- Community participatory crime prevention, an organisation of community policing, network and the like are highly effective strategies (nine participants);
- Community-based policing strategies and crime preventing strategies are the good strategies employed to prevent crime (four participants);
- Educating the people (community) about crime prevention in preparing different crime prevention manuals are good strategies which are employed to prevent crime (three participants);
- Reducing crime by researching crime-related issues (two participants);
- Reducing crime in collaboration with the justice system (one participant);
- Considering both regional and international best crime prevention strategy implementation best practices (one participant) and

- Consolidating different modern reform tools such as Balanced Score Card (BSC) and Business Process Reengineering (BPR) are the good strategies employed to measure police performance and bring quality policing service (one participant).

According to the observation, the following are the primary strategies identified to prevent crime in the Tigray Regional State:

- the adoption of community policing in crime prevention is a means of using wide participation of people to fight crime,
- police capacity building,
- strengthening of the criminal justice system,
- the professionalism of police services,
- reducing of traffic accidents using modern technologies,
- intelligence-led policing in the detection of crime,
- achieving a safe and secure environment for all the people of Tigray Regional State,
- enhancing information and communication technology, and
- creating wide awareness of crime prevention education were the main strategies employed in the Tigray Regional State.

Thus while there a quite a number of strategies that have been identified by the participants, and similarly so in literature, the question to ask is possibly, with a limited budget, should the focus not be on those strategies which are most effective?

4.3.2 The most effective crime preventing strategies

According to the Tigray Regional State Police Commission proclamation no. 221, the following points were reported to indicate what the impact is of the most effective crime prevention strategies:

1. Complaints are automatically reduced.
2. The risk is decreasing.
3. The time, which was spent in conflict and crime debate, is saved which significantly improve the people's commitment to participate in development.
4. Since people are following up the crimes, which are committed within them, crime reduces (Tigray Regional State Police Commission proclamation, 2012:13).

Parallel to this, (sample B) three group of clusters of participants were identified to have responses to the question of what are the most effective crime prevention strategies. The first group of clusters from the district participants which are almost 50 per cent (sample B), believed that community policing strategy in preventing crime have great contributions to the regional state in suppressing and reducing crime level, and also to work in collaborating with stakeholders, such as justice sectors and other sectors that have input in police service as a whole and in particular in reducing crime level. This effective strategy employed has a share in affecting the expenditure since skill and collaboration of the community, directly and indirectly, contributes to suppressing crime.

Similarly, the second group of clusters, which are 15 participants (sample B), said that as these effective strategies employed are used properly, and well implemented, crime is reducing from time to time, and the police are getting the best practices and knowledge.

These effective strategies will have a role in reducing the huge expenditure assigned to the prevention of crime.

Nevertheless, the third group of clusters, which are about 23 participants (sample B), said that there is a need to improve the implementation of the strategies. Therefore, this leads the decision makers in paying attention to such relationship between the proposed strategies and the expenditure.

On the other hand, from the sample A participants, all 21 participants expressed their views on the most effective crime prevention strategies as the following major points:

- The effective strategies are highly related to prosperity development by creating the safest environment; the consent of the community is high and invites high participation to safe area and ownership of the police work (eight participants);
- The strategy is a cost saving mechanism in terms of different participation patterns such as providing crime-relevant information, giving witnesses in the court against criminals, consultation with the police in the area, and participate in patrolling the area along with the police (five participants);
- The community accepts the strategies to minimise crime and is responsible for preventing crime (three participants);

- It reduces the number of offences (one participant);
- Strategy creates awareness that enables the police to fight against terrorists, and anti-development and social crimes (one participant);
- Strategies have great developmental tasks (one participant);
- In mobilising a number of stakeholders (one participant) and
- People own and take their responsibility (one participant).

According to the observation gathered, the strategies employed were effective. For this reason, crime and crime risk were decreased, peace and security were improved. In addition to this the population developed a disdain for crime, domestic stability was ensured, the number of serious crime was minimised, community and police partnership to combat crime and criminals was increased, concealed crimes were identified faster, and criminals were identified more speedily, arrested and the justice process commenced.

4.3.3 Part of the police service operation requires a higher budget

There are different police operation services and departments in Tigray Regional State police commission. Firstly, the crime prevention department includes special and regular police force department, traffic department, criminal intelligence department, community-policing department. These are the major crime prevention operation works. Secondly, the operational police department is crime investigation, which includes forensic department, tactical investigation department. The third police operational department is Tigray Regional State police training centre, which supports to the main operational works that give police job training, police science and other essential police skills.

As noted in the recent Tigray Regional State Police Commission Annual Report (2013:13), all police operation services such as crime prevention take the highest budget expenditure allocated by the government. This is because the manpower allotted to that department and the nature of proactive policing when compared to other police service sectors.

Given the above-stated facts, the first question asked in the interview schedule to sample B participants is as per their knowledge on which part of the police service operation requires a higher budget. The 75-district participant's sample B responses were clustered into two groups.

- The first group of clusters 56 participants (sample B) stated that the amount of budget allocated to departments seems to be varied and hence the budget allocation is relatively high to the department of crime prevention compared to others. Furthermore, next to crime prevention, the same participants said that a fair budget is to be allocated for crime investigation since crime investigation requires running costs such as costs for forensic investigation, material, as well as other technological intervention and police allowances and the rest to be allocated for other sectors like police training centre department.
- The second category of the cluster, which was 19 participants (sample B), mentioned that budgeting depends on the number of human resources in the department. That means, those jobs that have high tasks must be given high budget priority and those jobs, which have low tasks, must be given a low budget. Therefore, budget makers should be aware of the proactive crime prevention operations and police priorities in allocating budgets. Similarly, in responses from the 21 zonal participants (of sample A) showed the following perspectives:
 - The highest should be for crime prevention than for crime investigation then followed by others. As development gets high, this leads to different crime patterns and hence requires a higher budget expenditure (19 participants).
 - Expenditure is also allocated for capacity building beside to expenditure allotted for crime prevention (two participants).

As the review of the related literature indicates, many countries give priority in their budget allocation for crime prevention, investigation as well as for training purposes. A similar practice of crime prevention takes precedence in budget allocation also prevails in the Tigray police regional state.

As a concluding summary and observation made by the researcher in this regard, allocating the highest budget expenditure for crime prevention have a true relation in bringing safety, crime reduction and hence these makes the police operation to be more flexible and successful in its activities within the region and across the country.

4.3.4 The annual contribution by the community to preventing crime

The Tigray Regional Police Commission works alongside the community. It also makes use of crime threat analysis in the region. In addition, the Commission encourages the participation of

the community in annual police planning. The community, on a voluntary basis, gives important suggestion and ideas in preventing and reducing crime, and build a partnership with the police. Thus, the community is actively engaged with the role it can play widely in the region and its surrounding.

According to the Tigray Regional State Police Commission proclamation no. 221, the annual contributions of the community in preventing crime includes among many the participation of the community in patrol systems, guarding their area permanently, and they also support the police in terms of money and reliable properties (Tigray Regional State Police Commission proclamation, 2012:17). In addition, the community supports the police work by providing up-to-date criminal information and acting like eyewitness in courts without any fear.

Further, the community participates in evaluating the community policing forum activities and educating their children at their house not to involve themselves in different crime through consulting and problem-solving in partner with the police officers.

Given these facts, feedbacks were sought from the study participants on the annual contribution of the community in preventing crime in their district (sample B), and their responses are analysed qualitatively and found the following perspectives:

From the responses of the respondent's, it was possible to see that

- Forty-three participants of sample B unanimously agreed that the police community system was very useful and concerned people had to go on using this system.
- In addition to that, another 32 participants (sample B) mentioned that the participation of the community was highly necessary to prevent crime that not only financial expenditure is being cost-effective, the community, the police and the government is also being satisfied by using the community policing system. What was raised by participants was that an international practice by those nations, which implemented community-policing systems, was also important in reducing crime and creates the safest environment.

On the other hand, the zonal participants (sample A) were interviewed for the same question, which is the annual contribution of the community in preventing crime. The collected responses were collected and analysed qualitatively and are summarised as follows:

- The community contributes to the police annual planning preparations and implementation; this partnership also includes in sharing ideas, creating the safest area, gathering information and also their need for peace and free from crime frustrations. The community also expresses their satisfaction (18 participants);
- The community also involves in the community-policing forum by forming different committees (two participants), and
- The community contributes in terms of labour and money (one participant).

Based on researcher's observation, the researcher was able to notice that people were partly involved in community patrol, gathering information, searching criminals, and criticising the unethical behaviour of police officers and weak performances of the service in a forum where it is staged periodically. In relation to the contribution made by the community, a huge amount of cost was saved; these are in terms of stationary material, and community service stations. In addition, communities also support office materials like stationary materials that include TV, office table, chairs and beds. Therefore, the implication from the responses made by participants suggests that the community contribution was high in terms of money, ideas, materials, patrolling and labour. These contributions play a great role in the relations established towards reducing the crime level in the community so that the community will have a safe environment and confidence in its area. This is also in-line with the interview, literature and questionnaire gathered.

4.3.5 Community contribution in terms of finances

According to the Tigray Regional State Police Commission Annual Report (2014:35), the community participates in the donation of material, labour, cash and others as explained above. This annual contribution, when expressed in terms of money from 2011-2014, is shown in table 1.16 below.



Table 1.16 Annual community contribution to the police service in Ethiopian Birr

Year	Amount of money ETB
2011	34,133,711.05
2012	37,986,537.01
2013	43,615,196.63
2014	48,593,063.94

(Tigray Regional State Police Commission Annual Report, 2014:35)

From the above table of community contributions, one can see that there is an increase in community contributions to the police service. This is possibly because the community is getting a big return for their safety and secured environment. Similarly, according to the Tigray Regional State Police Commission Annual Report (2014:35), the community-policing department approved the budget, and the actual expenditure is presented as in table 1.17 for the years 2011-2014. This budget approved for the community-policing department shows an increment from year to year, and this can supplement more the idea that the community contribution is increasing annually.

Table 1.17 Budget for Community policing department in terms of ETB

Year	Approved Budget in ETB	Actual Expenditure in ETB
2011	934260	802654.98
2012	1607209	1326380.05
2013	1396315	1287215
2014	1664699	1449047.63
Total	5602483	4865297.66

(Tigray Regional State Police Commission Annual Report, 2014:38)

The participants were asked how much money is contributed annually by the community. Their responses are summarised as follows.

Responses gathered from 68 of the 75 participants (sample B) indicated that the estimated annual contribution collected from the community is more than ETB 15 million. In addition, the rest seven (sample B) said that the estimated annual contribution of the community reaches more than half a million ETB. The variation in the estimate of the annual contribution made by

the community as suggested by the participants is due to the information gap and in the way calculation made upon estimating the labour, materials and other time-consuming contributions.

On the other hand, the 21 zonal participants (sample A) were interviewed for the same question. The collected responses were collected and analysed qualitatively and are summarised as follows:

- The majority of the participant's estimate that the contribution of the community in terms of money ranges from ETB 15 million Birr to 83 million (ten participants);
- Others said that the annual contribution is estimated at ETB 13 million (five participants);
- Others said that the contribution is more than ETB 1 million (three participants);
- Also, others said that the contribution is more than ETB half a million (two participants), and
- It is a lot of money (one participant).

From the district participant's response (sample B) it is indicated that the estimated budget ranges as low as 83,143,044.5 million Birr and the as high as 12,864 ETB. From the zone participant's response (sample A), one can see that the majority of the participant's estimate that the contribution of the community in terms of money ranges from 15 million ETB to 83 million ETB. However, the secondary data from the Tigray Police Commission report indicated that the 48,593,063.94 ETB is the highest and 34,133,711.05 ETB is the lowest budget estimates in the year 2011-2014.

The variation observed in the community contribution expressed above by district and zone participants is mainly due to the way of estimation of the contribution and the calculation made. Some of the participants assume the contribution of money, and others include money and materials. Whereas, another participant besides considers labour, material and money. In addition, few others only consider money. From the above observations made one can realise that the contribution of the community can be seen significantly in terms of expenditure and this leads to having a relational in reducing crime levels. The communities, also perhaps not wealthy in the monetary sense, make an effort to contribute to the policing in their regions by donating their skills, time and expertise. This is truly commendable, and the police in this region must truly appreciate this level of commitment.

4.4 THE RELATIONSHIP BETWEEN EXPENDITURE AND CRIME LEVELS IN TIGRAY REGIONAL STATE

In this section the researcher addressed the relationship between police expenditure and crime levels in the state of Tigray, the annual amount of budget used (i.e. expenditure made) versus the levels of crime recorded from 2011-2014, budget allocation in Tigray Regional State for the overall crime prevention and capacity building programs in gross for 2011-2014, the distribution of crime recorded in five years period, i.e. 2011-2014, the resources required to maximise utilisation and to improve the police service operations of Tigray Regional State, the cost minimisation strategies to appropriate for the over transformation of crime prevention and stability among communities in Tigray Regional State, and cost minimisation strategies to appropriate for the over transformation of crime prevention and stability among communities in Tigray Regional State.

4.4.1 The relationship between police expenditure and crime levels in the Regional State of Tigray

Here the objective is not to numerically quantify the magnitude of the relationship between police expenditure and crime levels in the state of Tigray; rather it was decided to ask the participants about their perceived views in relation to the nexus between police expenditure and crime levels in Tigray Regional State. Apart from the different police service operations, the relationship between police expenditure to crime levels is paramount. This relationship between crime levels and police expenditure creates a safer environment free from developmental obstacles. Furthermore, the relationship of the police expenditure and crime levels can also help us to avoid criminal acts and suppressing crime as it usually seen that as development prospers is linked to the high need for police service. Thus, this high service need requires high expenditure, and in return, this high expenditure should, therefore, result in the stable and safe environment.

To synthesise further, a question of what is the relationship between police expenditure and crime levels in the state of Tigray was put for participants, and their responses are summarised as follows. The collected responses from the district participants (using sample B) were qualitatively analysed and found the following perspectives.

From the respondents' response, one can understand that:

- Forty-eight (48) participants replied that the relation of police expenditure helped in decreasing crime from time to time in Tigray regional state.
- In addition, 18 other participants stated that the relationship between police expenditure and crime levels had contributed to improving the awareness of people to stand alongside the police in crime prevention and investigation.
- Nine participants stated that the relation of police expenditure decreases the extravagance in the budget and other crimes. In other words, the relational of police expenditure makes the police service to be flexible to fight against criminal acts and criminals. In return, this leads to creating a favourable environment for the community and ensures the good governance of the community.

On the other hand, the 21 zonal participants (using sample A) were interviewed for the same question and said the following:

- A government must ensure that their governance systems and the related security functions well. Citizens should be protected from criminals and crime must be addressed. This enables the government for unnecessary cost expenses (nine participants);
- The community spends most of his/her time on development and will not spend on complaining and mugging (five participants);
- Police service expenses are seen as a development partner (four participants);
- The relationship will also strengthen crime prevention and cause the community to work alongside the police (one participant);
- Stable peace and security (one participant) and
- The relational of police expenditure creates a good atmosphere for tourism attraction and good image of the region (one participant).

Generally, the relational link of police expenditure in crime level in terms of the observation adapted, society was stabled; development was continued without any obstacles and poverty reduction of Tigray region was shown. The government also paid due attention to the police services and internalises as high budget allocation was necessary to police services.

4.4.2 The annual amount of budget used (i.e. expenditure made) versus the levels of crime recorded from 2011-2014

It is known that the government specifies the annual amount of budget allocated for the police service. The budget allocated is mainly used to see the number of crime levels to its lowest

level, and as a result, the community gets the satisfaction from the secure working area made to them. As shown in the Tigray Regional State Police Commission Annual Report (2014:28) (Table 1.17 below), in Tigray Regional State as a whole region, from the year 2011-2014 there was an increase in budget. As a result, the number of crime recorded decreased.

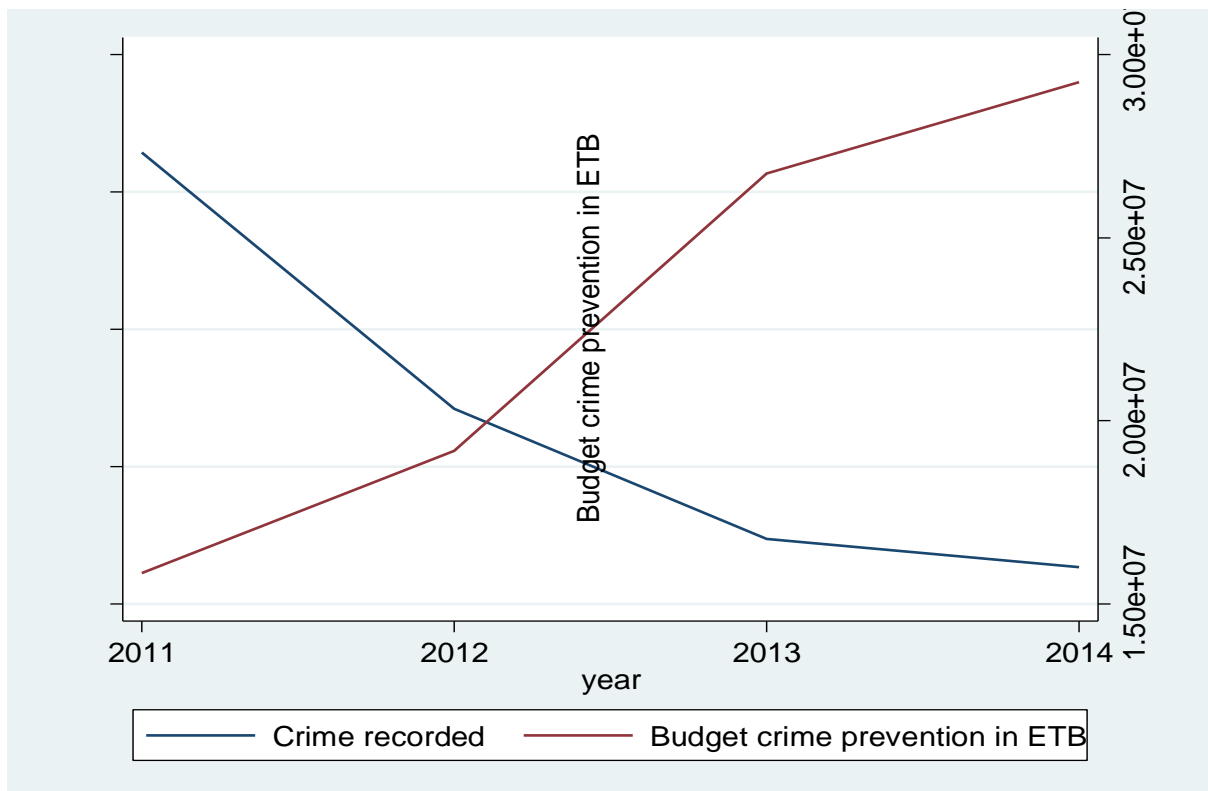
Table 1.18 The annual amount of budget used (i.e., expenditure made) vs the levels of crime recorded in the different periods of time

Year	Crime recorded	Budget crime prevention in ETB	Ratio of the budget to crime
2011	42,860	15,829,502	369.330425:1
2012	24,189	19,171,197	792.558477:1
2013	14,718	26,758,272	1818.06441:1
2014	12,676	29,244,508	2307.077 :1
Average	23,611	22,750,870	963.580985:1

(Tigray Regional State Police Commission Annual Report, 2014:28)

The data in table 1.18 is further illustrated in Figure 1.9 below. There is a clear correlation between amount budgeted for crime prevention and a decrease in crime levels through the figures of crime recorded for the period.

Figure 1.9 Line plot of the crime recorded and expenditure through the years 2011-2014



(Tigray Regional State Police Commission Annual Report, 2014:28)

In light of this, the participants were asked to describe the annual amount of budget used (i.e. expenditure made) versus the levels of crime recorded from 2011-2014 were put for participants, and their responses are summarised as follows:

The collective responses from the district participants (using sample B) for the question of the relationship between police expenditure and levels of crime are reflected below. According to the responses, the highest crime recorded in their district was 3,394 crimes and the lowest being 172 crimes.

- The majority of 45 of the district participants said that as a result of the increase in the budget for crime prevention the crime levels decrease from year to year.
- A further 11 participants said that if there is expenditure, there will be an improvement in the performance of police officers and this makes them flexible, as a result, the crime level recorded was decreased.
- Seven participants also stated that the relationship of expenditure on the level of crime decreases or increases.
- However, another three participants also said that they didn't know the total crime

incidents in the previous years. This is because the respondent might be a newcomer assigned to the district, and some of them recorded the crime annual not on the basis of daily or monthly.

- Other nine participants also mentioned the crime level in terms of percentage that ranges between 20-25 per cent of crimes which goes in line with the previous five years' strategic plan of the state of Tigray police commission report through a much more serious understanding of the dynamics of crime, and its prevention is needed.

As a summary, regarding the documents of Tigray Regional State Police Commission Annual Report (2014:16), it shows that the ratio of the amount of budget to crime recorded is 963.6 birr to one crime allocated (963.6:1). This indicates the trend as shown in the third chapter when the budget increases crime mostly decreases (Table 1.10 in chapter 3).

On the other hand, the zonal participants (using sample A) were interviewed for the same question about the relationship between police expenditure and levels of crime the collected responses, after analysis are summarised as follows:

- A third of the participants stated that as development will get high in the years to come, hence crime will be more complex than the previous year and this alerts the government to allocate enough budget to control the crime levels and to remain ahead of the criminals;
- From year to year budget increases and hence crime decreases (five participants)
- Crime is decreased as related to an increase in budget allocation to crime prevention and capacity building (three participants)
- The political leaders are becoming more aware so that the budget reservation is improved (two participants)
- From time to time crime charges and offender's decreases (one participant)
- There is an increase in budget from year to year at the same time crime is also reducing in a great number (one participant)
- The community is becoming more satisfied as a result of enough expenditure being allocated (one participant) and
- The police should equip itself with technology and build police colleges and universities, and this will increase the skill of the police science. This enables the police to implement the Constitution of the country (one participant).

Generally, from the question on the relationship between police expenditure and levels of crime, the zonal participant's responses (sample A), and the district participants (sample B), and the triangulated document, the researcher was able to understand clearly that the relational link between government expenditure on police service and crime prevention is clear. This is evident in the number of recorded crime levels in the time period of 2011-2014 is shown as being decreased. Moreover, the expenditure allocated to police services is highly demanded to function in its capacity to build strong crime prevention and crime investigation. Therefore, expenditure shows a direct relationship with the suppressing of crime, for good governance, and secure environment. Therefore, the decision makers should be aware of allocating enough expenditure to the police services for all the security demanded of the citizen of the state of Tigray.

4.4.3 Budget allocation in Tigray Regional State for the overall crime prevention and capacity building programs in gross for 2011-2014

The capacity building of the police service in crime prevention is the core component for the success of organisational police objectives, for the implementation of the strategic vision and plan, for police reform, for arming police science, for proper operational capacity, as well as proper performance on police services. The capacity building on police service above demands expenditure to accomplish the overall aims properly.

As shown in the Tigray Regional State Police Commission Annual Report (2014:27) in Tigray Regional State as a whole region, the distribution of budget allocated for crime prevention and capacity building programs is shown in table 1.19 below. As can be seen from the table, the lowest budget was allocated in the year 2011 for crime prevention and capacity building.

Table 1.19 The distribution of budget allocated in Tigray Regional State for the overall crime prevention and capacity building (training) programs in gross 2011-2014 (in ETB)

Year	Budget crime prevention	Capacity building
2011	15,829,502	345,000.00
2012	19,171,197	1,000,000.00
2013	26,758,272	932,000.00
2014	29,244,508	900,000.00

(Tigray Regional State Police Commission Annual Report, 2014:27)

The participants were asked how much budget is allocated in Tigray Regional State for the overall crime prevention and capacity-building programs in gross. This was to gauge their general knowledge about the budget allocated to the regional police. Their estimation came to be close to the police commission gross level estimation. Their responses were analysed and are summarised as follows:

- The 53 district participants replied that the budget allocated in Tigray Regional State Police Commission ranges from ETB 40,432 to 46,800,000.00.
- Another 12 also expressed that from 20-25 per cent of the budget is allocated to crime prevention and capacity building program. Moreover,
- Another ten respondents also mentioned they didn't know the amount of budget in gross; this is due to the information gap they have in this regard.

On the other hand, the zonal participants (using sample A) were interviewed for the same question. The collected responses were collected and analysed qualitatively and are summarised as follows:

- The majority stated that for capacity building and crime prevention together with the Tigray Regional State police the budget is estimated to be 30 million (nine participants);
- Some of them stated that in their zone, the estimated budget allocated is estimated at around 10 million Birr (nine participants);
- For capacity building the allocated budget is around 250,000 Birr (three participants);
- Budget allocated in gross is around 8,967,691(two participants) and
- It is difficult to estimate (one participant).

Generally, participants (sample B) and (sample A) responded that the majority estimated that the budget allocated for crime prevention and capacity building coincides with the police document report given in table 1.18 above. The result goes in line with the findings by Samaha (1991:74) who stated that there is an increasing trend of allocating budget to both crime prevention and capacity building of the police institutions as discussed in paragraph 3.6 supra.

4.5 DISTRIBUTION OF CRIME RECORDED OVER FOUR YEAR PERIOD: 2011-2014

The participants were asked about the distribution of crime recorded over the four-year period; from 2011 – 2014 which was the period at which the research for this thesis was conducted. Table 1.20 shows the crime recorded for the period 2011 to 2014.

Table 1.20 Crime (in gross) recorded in the four-year period: 2011-2014

Year	Crime recorded
2011	42,860
2012	24,189
2013	14,718
2014	12,676

(Tigray Regional State Police Commission Annual Report, 2014:2)

The responses from the district participants were analysed, and the result is shown in the table 1.21 below.

Table 1.21 Participants’ response to crime recorded for 2011-2014

Number of crime recorded	Number of participants	Percentage
135-1000	8	10.4%
1001-2000	16	20.8%
2001-3000	2	3.1%
3001-4000	17	22.9%
4001-54600	32	42.7%
Total	75	100.0%



According to the table of the participants, one can understand that 135 is the lowest crime recorded in Tigray Regional State from 2011-2014 and 54,600 are the highest, and it is due to the better involvement of the community compared to previous times. From this 27,367.5 can be taken as an average. Regarding the literature and documents, the average of crime recorded from 2011-2014 is 27,768. Thus it is similar to the average mentioned above.

4.5.1 Resources to maximise utilisation and to improve the police service operations of Tigray Regional State

The Tigray Regional State Police Commission Annual Report (2013:12) explained that to maximise resource utilisation and improve police service operations, the key elements are building efficient resource management capacity and procedures that help to improve the service, develop new technology to maximise the capacity of the service. Hence tackle crime levels, improving operational materials so that the police service will be easily accessible, and developing basic infrastructure. Besides the police, the human resource capacity must be educated, trained and modernised so that the police service will qualify itself to the best level. Moreover, the police service should have its own income generating schemes so that the service will not only depend on the expenditure that the government allocates.

Given these facts, a question on what should be done to significantly improve the police service operations of Tigray Regional State and maximise resources utilisation in crime prevention and capacity building programs was put for participants (sample B), and their responses are summarised as follows.

- Sixty-two (62) participants point out that using modern technologies and qualified manpower was very useful to improve police services.
- Thirteen (13) participants emphasised the importance of equipping the police with basic operational materials, equipment and increasing budget amount were necessary to enhance police services.

On the other hand, another 21 interviewees (sample A) participated from the zone heavily relied on the necessity of maximum resources utilisation, which requires technological know-how of the system, well-educated human resource capacity, internal income generation schemes, commitment to the police service, skill in management utilisation, input of the community

participation because collective thinking will influence and thereby provide an improved service.

- Generally, according to the responses from both district (sample B) and zone participants (sample A), it was learnt that to improve the police service, key elements such as efficiency of resource management, technological know-how, educational background, improved operational materials, attitudinal changes, increase in basic infrastructures (such as building of new colleges) and technological capacity should be developed.
- They further said that enhancing people's participation in police practice; getting professionally capacitated police officers through standard police training are heavily claimed.
- All the approaches, as stressed by the participants from both the district (sample B) and zone participants (sample A), keen to improve police service is allocating sufficient budget expenditure to avoid predicaments resulted from scarce resources.

The responses of all the participants are very much in line with Ethiopian Federal Police reports and international literature. So it would appear the ideologically they are on the same page, it is perhaps just the challenges mentioned above that might hamper the effective implementation of these strategies.

4.5.2 Cost minimisation strategies for crime prevention and community stability in Tigray Regional State

Cost minimisation is a method of decreasing expenditures on unnecessary or inefficient processes with the aim of minimising the cost and maximising the profit used by the different organisation. The Tigray Regional State Police Commission Annual Report (2013:13) lists the following as cost-saving mechanisms to transform crime prevention and ensure stability among communities in Tigray Regional State:

- Participating and organising citizens in police-community forums,
- Deployment of enough police power in police stations,
- Participating with security stakeholders,
- Attitudinal changes made on police manpower,
- Collaborating with neighbour countries,
- Considering international police best practices,
- Using the most effective method of police training and recruitment,

- Enhancing technological interventions,
- Utilising police expenditure economically,
- Building the capacity of the police to be qualified professionally, and
- Introducing new police reforms.

The participants were asked what cost minimising strategies they thought appropriate to transform the crime prevention and stability of communities in the Tigray Regional State. The responses from sample B are summarised as follows.

- Thirty (30) of the respondents stated that organising and participating with forums and emphasis on youth by creating awareness regarding crime prevention was very important to implement cost minimisation strategies.
- Twenty-four (24) participants said that strengthening the participation of local civil armed militias was also important to minimise police expenditure.
- Moreover, 19 participants also mentioned that competent police manpower and being equipped with modern technology were important parameters to minimise police costs.
- Two participants also stated that effective police recruitment is an important factor for cost minimisation for the appropriation of crime prevention in the state of Tigray.

On the other hand, the 21 zonal participants (sample A) were interviewed for the same question. The collected responses were collected and analysed qualitatively and are summarised as follows.

- Five participants stated that awareness of the youth about the crime is an important factor in cost minimisation for appropriating the over the transformation of crime level;
- Strengthen community participation and avoiding a budget deficit (three participants)
- Strengthen public relations work and good strategies for gathering information (two participants);
- Collaborating with organisations like Interpol, private security (two participants);
- Considering international police best practices (two participants);
- Using the most effective method of police training and recruitment (three participants)
- Enhancing technological interventions (one participant);
- Building police professionalism (one participant);
- Introducing new police reforms like Balanced Score Card (BSC), Business Process Reengineering (BPR), and justice reforms (one participant); and
- Unnecessary working units in the police structure (one participant).

Collectively the responses covered the following points:

- participation of people in police-community forums,
- deployment of enough police force in police stations, collaborating with stakeholders like Interpol and private security,
- collaborating with neighbouring Ethiopian countries,
- attitudinal changes on the police force,
- enhancing technological intervention,
- effective police training and recruitment procedures,
- utilising the cost effectively,
- making police professional,
- making police more professional in their work, and
- improving the police work environment were very necessary for minimising the cost so as to appropriately for over transformation the crime prevention.

Generally, based on the question of what cost minimisation strategies do you think are appropriate for the transformation of crime prevention and stability among communities in Tigray Regional State the responses collected from the district participants, zonal participants, and the observation gathered are very similar. So once again it would seem that the majority of the participants are knowledgeable about the cost minimising strategies available to them. Those that are not as knowledgeable, while being in the minority, will have to receive some form of training in this area.

4.6 OPERATIONAL COST AND CRIME PREVENTION

In police service operations, the *operational costs* include items such as salary, per diem, cost for training, cost for promotion in rank, cost for medication, cost for telephone, cost for water, electricity, whereas the elements included in *crime prevention* are for special police force units and include: riot control, VIP protection and anti-terrorism, as well as regular police force units such as those placed in patrol, protection and detention centres. Crime investigation units include technical forensic investigation and tactical investigation units.

According to the Tigray Regional State Police Commission Annual Report (2014:4) shown in Table 1.22 below, the trend for the year 2011-2014 allocated budget for the crime prevention is high. This high budget is as a result of high operational budget allocated by the government

to crime prevention, which includes salary, per diem, the cost for training, cost for promotion in rank, cost for medication, cost for telephone, cost for water, cost for electricity and the like. The budget allocated to crime investigation is low and stable through the years 2011-2014; since the primary target is crime prevention if crime occurs it needs crime investigation.

Table 1.22 Distribution of budget for operational cost, crime prevention, and investigation

Year	Operational cost	Crime prevention	Crime investigation
2011	35,803,379.8	15,829,502	2,199,242.00
2012	37,451,916.3	19,171,197	2,240,764.00
2013	46,899,970.1	26,758,272	2,705,366.00
2014	71,238,843.2	29,244,508	2,950,655.00

(Tigray Regional State Police Commission Annual Report, 2014:4)

4.6.1 Operational cost

The participants were asked about how much budget is allocated to cover the operational cost in 2009-2013/14, and their responses are summarised as follows.

The collective responses from the district participants (sample B) were qualitatively analysed, and the following perspectives are the result:

- The majority (59 participants) stated that the budget allocated is in a pool system where their share is included in the budget of other sectors; hence they said that what is known is the budget of their salary. The other running operational costs for crime prevention and investigation will be given on demand;
- The parliament of the district allocates the budget in a pool system not specific to crime prevention or crime investigation (nine participants) and
- Some of the participants stated the budget for the operational cost to range from 50,000,000 to 60,000,000 Birr as reported from the previous years (seven participants).

The zonal participants (sample A) were interviewed for the same question on how much budget is allocated to cover the operational cost in 2009-2013/14. The collective responses are shown in the table 1.23 below. Table 1.23 is a summary of the response (using sample A) on the distribution of the budget allocated on operational costs by the zonal participants. Almost half of the participants stated that the amount of budget allocated for the operational cost by zonal participants has resided in the range of 50,000,001-60,000,000 ETB.

Table 1.23 Distribution of budget allocated for the operational cost by zonal participants

	Amount of Budget in ETB	Number of participants	per cent
1.	35,803,379.8-40,000,000	3	14.6
2.	40,000,001-50,000,000	7	34.4
3.	50,000,001-60,000,000	10	47.9
4.	60,000,001-71,238,843.2	1	3.1
	Total	21	100.0

From the table above one can see that the lowest budget allocated estimate to operational cost was ETB 35,803,379.8 and the highest being ETB 71,238,843.2 and an average of ETB 53,521,111.5. According to the police literature available for this study, ETB, 71,238,843.2 is the highest and ETB 35,803,379.8 is the lowest. ETB 53,521,116.5 is the average. The responses are 100 percent in line with the literature on this topic supplied by the Ethiopian Federal Police. The participants are very well informed as to the allotted budgets; it is just the district participants that broke this down further into the various operational categories. This possibly is because they are nearer to the operational side of policing than their zonal counterparts.

4.6.2 Crime prevention

The annual budget allocated for crime prevention is indicated in Table 1.24 below. These data are extracted from Table 1.23 above.

Table 1.24 Distribution of budget for crime prevention

Year	Crime prevention
2011	15,829,502
2012	19,171,197
2013	26,758,272
2014	29,244,508

(Tigray Regional State Police Commission Annual Report, 2014:4)

For this study, it was required to measure this data with the responses from participants in each of the districts. Therefore, the participants were asked how much budget is allocated to crime prevention in 2009-2013/14. Depending on various factors most prominently district area size, population size, level of urbanisation, and crime levels there is a variation of crime prevention budget allocation among districts.

Therefore, it was necessary to put crime prevention budgets in ranges. Accordingly, the responses about the amount of money are presented in putting the ranges in the Table 1.24. The responses provided with the support of availability at their respective district office is summarised as follows. Although, feedback was solicited using the schedule from the participants, and presented based on the historical data available in their respective offices.

The collected responses from the district participants (sample B) were analysed. The Table 1.25 given below is a summary of the response to the distribution of the budget allocated to crime prevention by the district participants.

Table 1.25 District level budget allocation for crime prevention and participant's responses

Amount of Budget in ETB	Number of participants	Percentage
1. 15,829,502-18,000,000	8	10.4%
2. 18,000,001-20,000,000	4	5.2%
3. 20,000,001-22,000,000	9	12.5%
4. 22,000,001-29,244,508	52	68.8%
5. It is allocated in gross	2	3.1%
Total	75	100.0%

(Participants supported with district archives)

According to the table 1.24, ETB 15,829,502 is the lowest budget allocated for crime prevention and ETB 29,244,508 is the highest. From this budget, ETB 22,537,005 can be taken as an average: this is done by adding the highest to the lowest and dividing the answer by 2. From the literature supplied by the Ethiopian Federal Police, the average budget for crime prevention for the period from 2011-2014 is ETB 22,537,005. It is the same as that of the participants' response. Thus once again the majority of colleagues are very informed of the monies allocated for this budget category.

4.6.3 Evaluating the effect of police budget increment on the levels of crime

In the Tigray Regional State Police Commission Annual Report (2013:68), it is pointed out that in the time periods of 2011-2014, there were budget increments. This had a positive effect on the levels of crime, which shows crime decreased for this period in the whole of the Tigray Regional State. An evaluation of the effect of police budget increment upon the levels of crime can be better understood from the participant's perspectives. The participants were asked how they evaluate the effect of police budget increment on the levels of crime.

The responses from the district participants (sample B) were qualitatively analysed, and the following perspectives emerged:

- Twenty-eight (28) participants indicated that one could understand that there was an increment in the budget. Despite this, there were some remarks indicating shortages of budgets in some areas. This shortage of budget when it occurs needs to be seen in detail to be understood more clearly. Archived data sources supplemented these inputs.

- Twenty-nine (29) respondent's evaluated the effect and relation of police budget increment in suppressing the crime level positively. This relation of police budget increment has been shown in an improvement of the budget on police operation to exercise in full capacity against crime and criminals. Thereby creating a safe environment and build a society confident in the security provided by the police. The budget crime increment results in the reduction of crime, the community became more responsive in crime prevention, police performance has been to improve in terms of preventing crime; the budget has been increased from year to year.
- Eighteen (18) participants evaluated that the participation of the community in labour and awareness requires budget expenditure.

From the preceding results and discussions, it is visible that providing the Police operation with sufficient budget is a prerequisite to enhance the efficiency in terms of crime prevention and investigation of crimes. Further analysis of the participants' feedback and consultation of archives, showed that the prominent budget sub-titles are expenditures allotted for allowance and transportation, to arrest suspects and execute other police jobs in offices. Budget items are also allotted to run various reform programs intended to overhaul services and organisational setups.

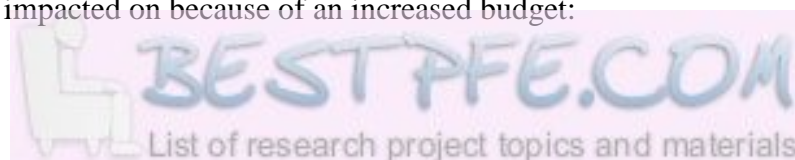
Job satisfaction among the police also has a positive impact on policing resulting in the police officials being more proactive and responsive. Furthermore, another 16 participants stated that police had been seen as well equipped with modern technologies in crime prevention and investigation in the Tigray Regional State. The strength of the regional police is exemplified by their ability to collect, and process for the courts several types of forensic evidence (such as fingerprints, arson examination, trace examination, firearm examination, document examination, photographic laboratory). From all these, it is understood that the nexus between police expenditure and crime levels is a complex construct that requires a deeper understanding of how the budget allocation decision is made for the different crime prevention and investigation activities. From the preceding discussion, one thing is clear; both the economic progress of the state and the dynamics associated with crime events necessitates the increase in budget allocation to achieve the objectives in relation to crime levels and the cost of crime prevention.

The zonal participants (sample A) were asked also asked how they evaluate the effect of police budget increases (increment) on the levels of crime. The responses were collected and analysed qualitatively and are summarised as follows:

- To increase crime prevention awareness among the people requires a budget. Historically unreported crime will now be reported (nine participants);
- The level of participation of society increases which in turn minimises police expenditure (three participants);
- There is the year to year increase in police budgeting that results in material support by the community, and the activity needs additional material that reduces crime (two participants);
- The infrastructure of the police gets improved such as housing, communication, custody facilities, and transport capacity (two participants);
- The budget increment makes the police operation to be flexible in aspects like the police force, and the recruiting of the additional police force (two participants);
- To enhance prevention needs awareness from the community. For this, the police require an additional budget which helps in building the police image positively (one participant);
- To enhance training and capacity building programs (one participant) and
- Police facilities are ungraded (one participant).

From the feedback provided by zonal participants (sample A), it is understood that raising budget levels implies a two-way process. First, the increment in crime rates and the improvement in awareness level among societies necessitate the addition of police budgeting. Second, the rising level of aspiration among police officers to reduce crime and satisfy communities with more efficient crime investigation through capacity building programs per se requires additional budget. In sum, it would be more valuable if police budgeting framework is seen not only from the twin-forces of crime prevention and investigation but also from the short-term training needs and long-run capacity development dimensions of the regional police organisation.

Generally, the district participants (sample B), and interviewed zonal participants (sample A) have similar responses. Based on the observation gathered the following items were listed as those things that are impacted on because of an increased budget:



- the crime levels decreased,
- police were equipped with modern technologies,
- people were satisfied with the police services they received,
- the infrastructure of the police was upgraded,
- police operations are flexible,
- crime prevention awareness to communities and among police is enhanced,
- police information report was increased,
- training and capacity building programs are being enhanced,
- fluctuation of crime patterns was shown,
- crime offenders are apprehended,
- and serious crime decreased.

Although it is not significant, the rise in the level of the budget among districts and zonal offices have both direct and indirect effects to smooth out both crime prevention and investigation operations of the state police. Directly, each marginal addition of the budget can help mitigate the influence of inflation over the allocated budget and the ‘there is no budget’ fear among police staff and institutions so that they can allocate the budget whenever the need arises. Indirectly, the increment in the budget is an indicator that shows a certain level of attention was provided by the governance of the state and the nation.

Based on the preceding discussion we may surmise that there is a strong link between an increment in budget allocation and the suppression of crime and the activities of criminal.

4.7 BETTER STRATEGIES FOR THE EFFECTIVENESS OF POLICE BUDGET FOR CRIME PREVENTION

It is noted that allotting an extra amount of budget to police could not bring the expected outcome if it is not supported by the strategy feasible to implement in the police crime prevention functions. The police budget in earlier times was subject to contention in different offices at the regional as well as the states level. The main reason for the contention may arise from the official awareness on the importance of budget to stage different educational programs and carry out large-scale studies covering the prospects of policing not yet understood by the entire community and the police as well.

4.7.1 Strategies employed in the Regional State of Tigray to increase the role of police expenditure on crime levels

A question on which strategies could be employed in the State of Tigray to increase the role of police expenditure on crime levels (if they were aware of the presence of such budget allocation guideline) was put to the participants. The responses from the district participants (sample B) were qualitatively analysed, and the following perspective became evident:

- Half of this sample (35 participants) stated that for the police budget to be effective, a better strategy is community policing since it reduces police expenditure;
- Twelve participants stated that awareness creation should be widened in different community sections;
- Others (two participants) stated that the efficient and proper use of police budget expenditure was necessary;
- The use of police budget properly to increase the role of police expenditure on crime level reduction was supported by eight participants;
- Five participants said that partnerships with governmental and non-government organisations were imperative;
- Communities deter crime, hence increase police expenditure on communities was suggested (two participants);
- Effective and efficient police force presence is again recommended by two participants;
- Increase the probability of arrest and decreasing criminal incentive to commit crime (one participant);
- Seeking additional sponsorship opportunities were selected by three participants;
- Five participants agreed to cost sharing and enhancing people contribution; the remaining two said that employing qualified finance auditors that can control the expenditures is most certainly necessary.

The 21 zonal participants (sample A) were interviewed about the strategies that could be employed in the State of Tigray to increase the role of police expenditure on crime levels, and their responses were solicited and analysed qualitatively and are summarised as follows:

- For effective police budget, a better strategy is community policing since it reduces police expenditure by decreasing crime level and communities deter crime, hence increase police expenditure (nine participants);
- Adequate presence of infrastructures such as police training centres like police colleges, effective and efficient police force in professional police science and effective use of resource management skill (three participants).
- Use of police budget properly has a direct relation to police expenditure on crime level reduction (two participants);
- Intensive awareness creation on crime consequences by educating the people through TV promotion works, distributing a brochure, publications, using face-to-face meeting forums (two participants);
- Encourage partnership with governmental and non-government organisations (one participant);
- Develop methods for evaluating performance planning (one participant);
- Increase the probability of arrest and decreasing a criminal incentive to commit crime (one participant);
- Seeking additional income generating opportunities and cost sharing and enhancing people contribution (one participant) and
- Employing qualified finance auditors that can control the expenditures and a legitimate system for monitoring and evaluation (one participant).

Generally, police budget constraint is reported and for that participants proposed cost-saving strategies to prevent crime and conduct a proper investigation. For this, both sample groups recommended strengthening community policing as a basic strategy for the region in preventing and investigating the crime as a major strategy in budget-constrained police activity. From the district participants and zonal participants, one can observe that the employed Strategies in the State of Tigray requested the police expenditure on crime levels to uphold the community policing strategy, creating and encouraging partnership with governmental and non-governmental organisations. This helped to identify the option of raising money from various sources and the efficient and proper use of police budget expenditure, to develop methods for evaluating planning performance, and to engage communities to deter crime. Furthermore, the responses highlighted the necessity to create an effective and efficient police force in professional police science, to increase the probability of arrest and decreasing the incentive for

criminals to commit crime, to seek additional income generating opportunities, cost-sharing among different departments, to enhance contributions made by people and to employ qualified finance auditors that can manage and control the expenditure. It further deals with intensive awareness creation on crime consequences by educating the people, adequate presence of infrastructure, a good system for monitoring and evaluation, and the effective use of resource management skill. From the responses, we can infer that the involvement of the community would subsidise the police expenditure and such increase in the expenditure by the community has improved the feeling of inclusion and participation of the community in crime prevention and investigation. This also reduces the number of criminals and prisoners', which in turn reduce the allocation of police budget for its future operations. It is vital to value the community participation in mass policing and increasing considerable amount of budget to run all these necessary components. It is therefore inevitable that the communities will seek an improved and reliable police service.

4.7.2 Major challenges in budget allocating for police service operations

The participants were asked what the major challenges are in relation to budget allocating for police service operations, particularly for crime prevention. The responses from the district participants (sample B) were qualitatively analysed, and the following perspectives became apparent:

- The majority of the participants stated that there is a lack of deep knowledge about the fundamentals of crime prevention (43 participants);
- The budget, which is allocated, could not solve the problem of the institution (15 participants);
- The priority development focus of the government is for sectors like health, agriculture, and education. Thus, the budget for police is low, because of this it is difficult to give sufficient service (11 participants);
- Lack of budget sources in terms of the government revenue to allocate enough budgets (four participants); and
- The shortage of the revenue of the government (two participants).

The 21 zonal participants (sample A) were interviewed on the same question. The collected responses were solicited and analysed qualitatively and are summarised as follows:

- The majority of the participants stated that the priority development focus of the government is for sectors like health, agriculture, and education. Thus the budget for police is low, because of this it is difficult to provide sufficient service (13 participants);
- Poor utilisation of budget capacity is due to reasons like procurement delays, supplier's delays and obstacles, and quality problems (five participants); and
- Others stated that there is a shortage of government revenue (three participants).

Generally, the district (sample B) participants and zonal participants (sample A) response, it was found out the major challenges in relation to allocating budget for police service operation particularly in crime prevention are because the priority development focus of the government is not policing, there is under-utilisation of budget capacity, and shortage of government revenue, coupled with a lack of fundamental insight into how crime prevention, as a policing strategy actually works. In addition, the district participants (sample B) mentioned that the budget, which is allocated, could not solve the problem of the district police service.

Thus while there appears to be a firm understanding by the majority of the participants (from both samples) about the budget allocation and codes used, there remain challenges when it comes to the actual allocation of funds for operational duties such as crime prevention. The researcher has shown that an increase in spending (on broadly policing) had a positive impact on crime levels, but the challenges highlight that such spending might be unnecessary. The answer to this conundrum might lie deeper than just throwing more money; it might lie at an intellectual level. If the public and the police understood the root causes of crime manifestations and crime prevention approached and ideologies, it is possible that crime prevention and awareness creation may be even more effective than what they currently seem to be.

4.7.3 Level of attitudinal change among the various communities of Tigray Regional State to abhor crime

In our day to day activity, attitudes play a major role in affecting one's behaviour and actions. This attitude usually influences how one feels and behaves toward others in their environment. In communities, some of the negative attitudes to be aware of is the attitude towards crime and crime-related behaviours. Thus, community members have a role they can play in attitudinal changes of their society to detect crime.

The participants were asked about the level of attitudinal change to hating crime (detesting crime) among the various communities of Tigray Regional State. The collected responses from the district participants (sample B) were analysed, and the following perspectives emerged:

- Half of the sample stated that the community is becoming responsive in sharing the police work and working in partnership (35 participants);
- There is improvement among adult citizens about their rights. There is also an improvement in knowledge about criminal activities and its consequences (seven participants);
- People are improving their awareness of crime and therefore developing a hatred for it (eight participants);
- Elders and parents are participating in conflict resolution to solve societal problems related to crime and those that lead to acts of crime (10 participants); and
- Religious leaders are participating in the creation of awareness of their community to hate crime and the resultant criminal activities (15 participants).

The 21 zonal participants (sample A) were asked the same question. The responses were analysed, and while it was found that most of the responses of the zonal participants (sample A) are similar to that of the district participants, the following additional responses were noted:

- Women's participation and awareness is becoming high both individually and within their associations (eight participants);
- Youth participation and the level of their awareness is becoming improved both individually and within their associations (six participants);
- The women and youth are voluntarily joining the police force (four participants); and
- The community contribution to the community policing service centres is helping in material, patrolling, finance and daily running costs (three participants).

Seen as a whole, the responses from district (sample B) and zonal participants (sample A), it is observed that the community is becoming responsive in sharing the police work, increasing co-operation levels and working in partnership, the improvement of knowledge among adults on their rights and pertaining to criminal activities and its consequences, people are improving their knowledge of crime and the societal consequences. Thereby developing a disdain towards crime, elders and parents are participating in conflict resolution to solve societal problems related to crime and those things that lead to acts of crime, religious leaders are participating in

the awareness of their community to hate crime and criminal activities. Women's participation and awareness are becoming high both individually, and within their association, youth participation and level of their awareness are becoming improved both individually, and within their association, women and youth are voluntarily joining the police force, community contribution to the community policing service centres.

When viewed collectively, it would appear that society in the Tigray Region has decided to make an effort to educate themselves about crime and its consequences which has resulted in the development of disdain towards crime. Both young and old, male and female have taken ownership for the safety and security of their communities and in partnership with the police are making a concerted effort to eradicate crime from their neighbourhoods. Not all of this would have been possible had the police not been able to utilise a budget for the creation of awareness of these issues and to invite the public to collaborate with them to address crime.

4.7.4 Opportunities to maximise resource efficiency

The participants were asked which opportunities could be exploited to maximise the police budget (or resource) efficiency. The responses from each of the samples were analysed, and the following perspectives emerged from sample B:

- Optimising community contribution to the police is helping the community and along with the implementation of local community-based solutions (50 participants);
- The improved police's professionalism in skill and capacity so that the police budget will be efficiently utilised (10 participants);
- Training should be given to district professionals to maximise the opportunity, and widen their scope (eight participants);
- Undertaking and researching the exploitation of opportunities and resource maximisation (five participants) and
- The existence of a strong institution against corruption (two participants).

The 21 zonal participants (sample A) were asked the same question. Their responses were also analysed, and the following emerged:

- The majority stated that optimising community funds to the police is indirectly helping the community and to undertake local solution (such as patrolling, financial, information, for community policing centres running cost) (11 participants);
- Other participants stated that generating new revenue streams (such as charging for special police services, sponsorship, police magazines, entertainments, clubs, restaurants) and conducting research on funding revenue streams is paramount (four participants);
- The strong anti-corruption system is supposed to be implemented to affect the struggle (one participant);
- Training should be given to district professionals to maximise the opportunity, and widen their scope and improved police's professionalism in skill and capacity so that the police budget will be efficiently utilised (three participants);
- The increase of gross domestic product (GDP) of the country (one participant); and
- Increase efficiency in resource utilisation and eliminate redundancy in cost taking works (one participant).

Generally, the district participants (sample B) and zonal participant's (sample A) interview response on the opportunities that should be exploited to maximise the police budget/resource efficiency forwarded new insights. Thus the main essence of their explanation was found to be similar. Based on the observation, the majority of the responses lies in the responses of optimising community funding contribution to the police, training should be given to district professionals so as to maximise the opportunity, and widen their scope, undertaking and conducting research on exploitation of opportunities and resource maximisation, improved police's professionalism in skill and capacity so that the police budget will be efficiently utilised. Other significant in number responses stated on inputs like the country's GDP was growing fast; the police service budget was also growing, Increase efficiency in resource utilisation and eliminate redundancy in cost taking works.

Both sample groups suggested similar options: but the answers from sample B were more diverse. From both sets, the option of continued and even enhanced community participation was mentioned as opportunities. Thus clearly an aspect, which the Ethiopian Federal Police in the Tigray Region, must seriously consider.

4.7.5 Funding options to enhance crime prevention services as a function of policing in Tigray Regional State

The last question in this section of the interview schedule/ questionnaire addressed funding options to enhance crime prevention. The participants from both samples were asked what possible funding options exist in enhancing the crime prevention and services as a function of policing in Tigray Regional State. The responses from the district participants (sample B) were analysed, and the following perspectives emerged:

- The majority stated that the major funding option exists from funds obtained from sponsorship funds from non-governmental organisation both local and international (61 participants);
- Few other participants stated that community funds in material support and finance are a funding option for crime prevention (seven participants);
- Funds for training on capacity building from universities on issues like human and legal rights is an option for funding (six participants), and
- Few investors sometimes fund police activities (one respondent).

The responses from the zonal participants (sample A) were also analysed and are summarised as follows:

- Almost half of this sample said that the major funding option exists from funds obtained from sponsorship funds from non-governmental organisation both local and international. These funds are for educating on the rights of women and children and issues of harassment (10 participants);
- The community funds in material support and finance are a funding option for crime prevention (four participants);
- Funds for training on capacity building from universities on issues like human and legal rights, forensic investigation is an option for funding (two participants);
- There have been a few investors who sometimes fund police activities (three participants);
- Training in attitude changes for the police (one participant); and
- Conducting research and projects to enhance funding options (one participant).

There is some consensus among district participants (sample B) and zonal participants (sample A) about what possible funding options do exist in enhancing the crime prevention services of police in Tigray Regional State. Although with some differences: i.e. the allocation area. While district participants replied that irrespective of the source, the entire fund is allocated in the

same fashion (i.e., all funds will be mobilised in a similar manner), zonal level participants replied that funds obtained from sponsorship funds from non-governmental organisation are allocated for educating women's rights, harassment, and children's right. The remainder of the responses are very closely matched in meaning and essence.

Generally, the district participants (sample B) and the zonal participants (sample A) on the existence of funding options in enhancing the crime prevention and investigation services of police in Tigray Regional State police operational works gave similar thoughts and inputs. Even though most of the budget funds come from the government, the majority of participants stated that the funding option exists from funds obtained on sponsorship funds of the non-governmental organisation both local and international. A few other participants stated that community funds in material support and finance, training on capacity building from universities in the Tigray Regional State, few investors sometimes fund on police activities, training given for police on attitudinal changes, conducting research and projects to enhance funding options.

What can be gathered from the above responses is that the largest portions of the samples said that sponsorships (externally funded) are a great option to enhance crime prevention: even though some sponsor might dictate its use, this may not be such a bad thing. If more women, children and community members are educated on the basic human rights of these group, it is believed that crimes against them will be prevented.

4.7.6 Effective police budgeting to reduce crime in general and in the Tigray Regional State in particular

The last section of the questionnaire/interview schedule contained a 'catch-all' type of question. The participants were asked to make suggestions about how police budgeting can be made more effective in reducing crime in general and in Tigray Regional State in particular. The responses from the district participants (sample B) were analysed, and the following themes emerged:

- Magnify the recognition of the operational police service achievements to reduce crime further and to discourage the criminals. Also to work with the community and other interested stakeholders to create a safe and secure environment (26 participants);
- The police commission of Tigray Regional State should follow the community policing strategy to work with the community in partnership to bring quality service (11 participants);



- Initiating and organising local association such as youth association, women association, and farmer association so that they will participate in developmental activities. Their contribution to crime prevention should be focused and continuously consolidated by correcting their weaknesses (six participants);
- The police should strengthen itself with effective income generating options (five participants);
- Strengthening unity of the people and persuading them as they are a source of income (three participants);
- Extending best experiences, allocating enough budgets, giving the training to create awareness are best ways (four participants);
- Police professionals should be highly disciplined and should respect the rule of law, and also should serve the Constitution of the state with loyalty. They should also be committed to serving the community must be well disciplined and must respect the Rule of Law, and also should serve the people (two participants);
- High budget expenditure should be allocated since most of the police operational works at the level of the district (six participants);
- Budget expenditure on suppressing crime levels plays a great role, and it avoids the fear of crime and creates a favourable environment for development. Therefore, the decision makers should give attention to the police expenditure in this area (five participants);
- Best practices of countries and exposure should be taken, and this will strengthen capacity and skill for quality police service, efficient use of budget expenditure. All these points' relational in suppressing crime and criminals (three participants);
- Threat analysis about the crime should be studied well and should show differences at the local level so that this will help the allocation of the budget and the efficient use of resources (two participants); and
- If the budget expenditure is to have an impact on reducing crime and criminals, this will require professional competency such as education, technical skill importance, and infrastructure should be focused (two participants).

The 21-zonal participant (sample A) provided the following suggestions on how to make police budgeting effective in reducing crime in general and in Tigray Regional State in particular:

- Threat analysis about the crime should be studied. This should show the differences at all level so that budget allocation can be done more focussed resulting in the efficient use of resources (12 participants);
- If the budget expenditure is to have an impact on reducing crime and criminal activities, this will require professional competency such as education and technical skill and infrastructure (such as building police colleges, universities) (five participants) and
- New reforms for attitudinal changes should be implemented, and this requires new technology, awareness of the globalisation system, all this expenditure will make the community free from fear of crimes (four participants).

Generally, the discussion on the role of police budget in reducing crime in general and in Tigray Regional State, in particular, has a practical implication. Meaning, although both the district (sample B) and zonal participants (sample A) have a strong consensus about the significant role that police budgeting plays in reducing crime, the way how they argue focuses on both strategic and operational perspectives. That is, while zonal respondents stress on the strategic role of police budgeting in reducing crime, participants at district levels emphasise on the operational role of police budgeting in reducing crime. However, reducing crime levels among them is both the shared vision of reducing crime, and it does not mean that those at zonal level do not know the operational role of police budget in reducing crime and vice versa.

4.8 SUMMARY

This chapter analysed and interpreted results based on the overall knowledge (based on the know-how and experiences) of the participants about the budget allocation decision processes in the police. The processes are made to both prevent and investigate crime, which varies among police staff and budget allocators worldwide as well as in Ethiopia. Police budget allocation to the regional states of Ethiopia to prevent crime involves four phases, namely: budget preparation, budget approval, budget implementation (utilisation) and budget control, which are applicable at all, levels of jurisdictions, which includes federal, regional, and district government.

The literature, as well as the participants of the research, also agreed that the budget allocation guideline is prepared by BoFED for the police services in Tigray Regional State. In addition to that, they also agreed that there were specific processes to be followed and that specific criteria are involved during these. They also mentioned that budget titles were considered for the allocation of the police budget and budget formula that was also applied to allocate budget. Moreover, they acknowledged and identified some of the challenges in the process of allocating budget unit in the different police service operations of Tigray Regional State particularly in Tigray districts. In addition, participants, as well as the literature, mentioned the annual of budget allocated for district police service for the period 2011-2014. This period was selected because this is the time during which this research was conducted.

The chapter also addressed strategies employed in the state of Tigray to prevent crime and most effective strategies for preventing crime. In addition, part of the police service operation that requires higher budget was also identified. The annual contribution by the community to preventing crime and the community contribution in terms of currency [ETB] was also explained by the participants. Findings indicated that the relationship between police expenditure and crime levels in the state of Tigray was recorded for 2011-2014. Budget allocation in Tigray Regional State for the overall crime prevention and capacity building programs in gross 2011-2014 was displayed and distribution of crime recorded in five year period, i.e. 2011-2014 was explained. Moreover, the participants also identified resources to maximise utilisation and to improve the police service operations of Tigray Regional State and cost minimisation strategies to appropriate for the over the transformation of crime prevention and stability among communities in Tigray Regional State.

The chapter further explored the level of operational costs, such as salary of the police for the period 2011-2014 years during which it also indicated the costs for crime prevention and in conjunction to which participants of the study have also described their views regarding the relationship between police budget increment and the crime levels. The chapter also addressed employed strategies in Tigray Regional State to improve the contribution of police expenditure in relation to crime levels. Furthermore, major challenges which prevailed in relation to allocating budget for police service operations, particularly in crime prevention were identified.

These challenges include inadequate level of attitudinal change among the various communities of Tigray Regional State, unable to use available opportunities to maximise the police budget/resource efficiency, limited funding options to enhance the crime prevention and

investigation services as a function of policing in Tigray Regional State and effective police budgeting towards reducing crime in general and in Tigray Regional State in particular.

While the participants did identify and mention quite some challenges in relation to budgetary issues and its impact on crime prevention, what became very clear was the immense role played by communities in both policing and crime prevention strategies. It would seem, from the responses that communities have begun to take ownership for the safety within their respective communities. As a result, they are joining forces with the police operating in their respective areas, thereby strengthening police action. However, this came at a cost since the money had to be spent creating this awareness and getting the buy-in from these communities. So it appears that the increased spending did not only have an impact on crime prevention directly, through police operations only, but it had a positive impact on police-community relations.

CHAPTER FIVE: FINDINGS AND RECOMMENDATIONS

5.1 INTRODUCTION

This chapter highlights and discusses the key findings in reference to the questions of the research. The key findings are organised in the same sequence as the objectives set in chapter one. For clarity these objectives are:

- To determine how police budgets are allocated to prevent crime in Ethiopia and the world as a whole.
- To understand how the budgets are allocated for use by the different service departments in crime prevention activities.
- To explore the strategies employed in the Regional State of Tigray to prevent crime.
- To explore to what extent a relationship exists between police expenditure and crime prevention in the Regional State of Tigray.
- To what extent did police expenditure have a relation on crime levels in the Regional State of Tigray.
- To identify the strategies that could be employed in the Regional State of Tigray to increase the relational of police expenditure.

5.2 KEY FINDINGS

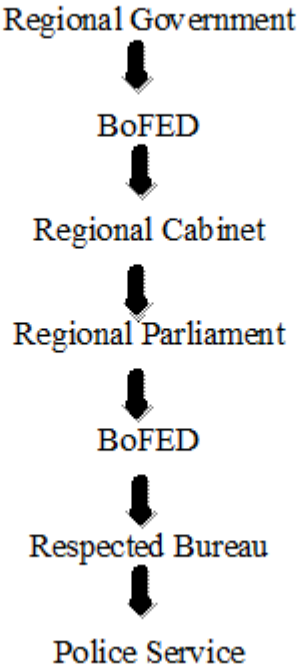
The key findings of the study have been widely discussed following the research questions set as a guiding reference in the entire process of the dissertation. After thorough analysis, the researcher identified the emerging themes, and the findings are presented and discussed below. The findings are the data drawn from the completed questionnaires (from Sample B) and the interviews conducted with Sample A. In addition to this, the discussion has been supplemented from secondary sources such as books, seminal literature, internal documents of the Ethiopian Federal Police and legislation. Other than the methodology used in chapter 4, this chapter will present a consolidation of the data from samples A and B.

5.2.1 Budget allocation procedure:

Some of the interviewees pointed out that the international and Ethiopian budget allocation for the police services is done in consultation with the country’s economic capacity. Even though this view is reflected by quite a number of the participants, others have replied that budget allocation depends on police functions, state security goals including the strategic plan, threat analysis of the country, crime reports and crime trends.

Participants reflected their views on the process of budget allocation to several provinces of the nation. Firstly, the regional government sectors prepared an annual budget plan based on the annual strategic plan. Once prepared it is sent to BoFED, and in turn, the BoFED sent it to the regional cabinet for discussion and amendment. After that, the regional parliament decided on the budget, and finally, the budget is sent to the respective bureaus by BoFED from which it is sent to the different sectors of police services for implementation.

Figure 1.10 Flowchart, which illustrates the process of the budget allocation process
Chart which illustrates the process of budget allocation



The majority of the participants were able to speak to the question on the presence of general budget allocation guidelines for the police service in Tigray Regional State. In addition to this, several of the participants were able to elaborate and indicated that besides the presence of

guidelines, there were processes which could be used to help in budget preparation and allocation for different police service.

The report obtained from the regional government indicates that the processes used to allocate budget include the budget call, budget preparation, budget request, budget hearing and recommendation, approval of the budget, budget appropriation, budget notification, budget allocation, implementation of the budget, budget control and administration and reporting.

The majority of the participants reported that the processes involved in the allocation of the crime prevention budget to the police service include budget call, budget preparation, budget hearing, and budget request. Then the BoFED presents an amended budget request to the regional state council of Tigray for approval of the budget; the approved budget request will be sent to the regional Tigray Regional State parliament for final approval, followed by the budget notification. The BoFED releases the budget appropriation to the respective sectors; then the budget will be given to the cost centre of the different police service operation departments. This latter step in the process is the budget allocation step, and it is followed by the implementation, budget control and administration and reporting. This process of budget allocation is similar to the regional government processes for allocation and implementation of budgets.

The majority of the participants replied that they were involved in allocating budget among the different police service operations in Tigray Regional State. These included regional Tigray Regional State Council, Parliament, Tigray Regional State Police Commissioner, district security and administration heads, zonal security and administration heads, Zonal police heads, Tigray security and administrations head, district police commanders with their administrative and finance staff.

The majority of participants replied that the key criteria considered in allocating police budget are based on previous budget performance such as level of crime prevention and investigation activities, traffic activities, intelligence activities, community policing department activities, training department and other police staff work. They also mentioned Geographical hardship and location, level of heavy crime reports, number of police officers, size of the population of the district and zone. Others also replied that fixed and temporary instruments and equipment used to aid police activities could be key criteria in the allocation of the budget.

All participants listed the budget titles used in the allocation of the budget through variations in the listed items observed. The list is included:

- Employee cost such as salary, allowance to permanent staff;
- Key parts like job, training, education, for salaries of members, for surveillance of criminals;
- Salary, traffic work, police uniform, budget allowance for operational work, fuel, communication services repairing, building capacity, and stationary;
- Local training, water and other utilities, telecommunication and electricity charges, freight service;
- Insurance, advertising, rent;
- Maintenance and repair building;
- Maintenance and repair of vehicles and other transport;
- Official entrainment, transport fee, fuel and lubrication and
- Medical supplies, food, office supplies.

From the observation, we can understand that the participants can list at least most of the budget titles as it is a daily part of their job.

The Tigray Regional State government has also employed a budget formula to allocate the budget to its various implementing sectors. The formula considers population size, geographical area, poverty index and performance index to maintain equity and district competition in terms of revenue collection and the accomplishment of plans. In particular, the majority of participants stated that the police service operation in Tigray Regional State uses the usual budget formula considering accomplishment of the plan, performance index, geographical difference, population size, level of criminal threat, and type of crimes. The research also found out that almost half of the district participants stated that there is a formula for allocating budget. However, they said that one could make a plan in evaluating past events in the light of today's budget allocation.

Majority of the participants replied that the main challenges are disagreement between budget makers and sectors at the time of budget allocation and hearing stages in the different police service operations of Tigray Regional State. In addition to that, other participants said that lack of awareness in crime prevention also occurs within the budget allocators. Furthermore, other participants mentioned that there is inefficiency in the implementation process of the budget allocated as well as incompetent professionals in the budget allocation office and allocating budget is made in presumption.

According to the zonal participants responses to the challenges faced in the process of allocating the majority stated that there is lack of coherence between budget requested and plan prepared, poor coordination between budget preparation and budget execution functions, inadequate preparation in the budget hearing, less understanding on the national goal of the country, improper documentation of the details of the activities, limitation of the ability for the in-depth analysis and understanding of the budget process, inaccurate assumption, massive time commitment, and tedious manual input, lack of the future and the risk evaluation.

This often leads to a disjunction between budget allocated and budget request, resulting in operational challenges for the police commanders who are to utilise the budgets.

5.2.2 Crime prevention strategies in the Regional State of Tigray

The majority of the participants stated that the better strategy employed to prevent crime is by organising community policing as a primary strategy, to encourage greater contributions in terms of community participation in the regional state in suppressing and reducing crime levels and crime prevention.

Secondary documents review indicated that strategies used to prevent crime includes introducing the science of community police, letting people be the owner of crime prevention strategies, and inviting people to solve their internal conflicts by themselves.

The majority of participants believed that the implemented strategies are contributing to work with the people and other stakeholders. Others believed that the strategies have directly contributed to crime reduction as it engages both community and the police to work in

partnership. Besides, it also reduces the number of victims, cost-effective, creates a safe environment, and hence improves the police image in the effectiveness of the police operation. Findings from the secondary data indicated achievements such as reduction of complaints, a decrease of risk, saving of time in resolving conflict and crime complain and excess information flow for the crimes about crime and criminals. Therefore, for the Tigray Regional State, it is clear that community policing as a strategy for crime prevention must be supported and enhanced.

The majority of the participants replied that crime prevention and investigation requires a higher budget than any other activities of the police.

The majority of participants replied that the community is contributing directly in performing police activities especially in civil patrolling, idea sharing, social conflict solving (alternative dispute resolution) so that incidents do not develop to the level of crime, and it plays a crucial role in preventing crime in the State government. All participants also responded that the community is also contributing to cash augmenting for the community policing forum activities running cost and facilitating and sharing police activities in the Tigray Regional State.

Secondary data from the regional report indicated that the community is working a lot more on patrol systems, guarding their area permanently, and they also support the police in terms of money and reliable properties.

5.2.3 Relationship between expenditure and crime levels

The majority of participants replied that there was a relationship between police expenditure and a decrease in crime from time to time in Tigray regional state. Police budgets were used for improving the awareness of people to help the police in crime prevention, and investigation makes the police service to be flexible to fight against criminal acts and criminals, leads in creating favourable environment and safety to the community and ensures a conducive environment for good.

The community spends most of their time on development or business and will not spend on complaining and mugging, it will also strengthen in preventing crime and makes the community

to work in partnership with the police, and it also creates a good atmosphere for tourism attraction, other development sectors and good image of the region. As far as the relationship between police expenditure and crime level is concerned, the majority confirmed that the level of crime decreases and others believed that the budget allocated has contributed to increased awareness of the people in crime prevention and investigation.

Knowledge of police officers on the budget allocated to crime prevention varies among police officers, and the majority believed that the budget allocated was between Birr 20,000,001- Birr 46,800,000. The ration of crime to budget is around 1:963.6. The number of crimes recorded between 4001-5860 as replied by the majority of the participants.

The majority of the participants believed that the budget allocated to Tigray Regional State police commission ranges from 40,432 Birr to 46,800,000.00. Others also expressed that from 20-25 per cent of the budget is allocated to crime prevention and capacity building program. Moreover, another respondent also mentioned they didn't know the amount of budget in gross; this is due to the information gap they have in this regard.

- The majority stated that for capacity building and crime prevention together with the Tigray Regional State police the budget is estimated to be 30,000,000.00 Birr;
- Some of them stated that in their zone, the estimated budget allocated is estimated at around 10 million Birr;
- For capacity building the allocated budget is around 250,000 Birr;
- Some of the participants estimated that the budget allocated in gross is around 8,967,691, and
- Some of them stated that it is difficult to estimate.

The majority of the participants replied that expenditure on technology and qualified manpower would be prioritised to reduce crime. Others, provision of police basics to be prioritised in expenditure budgeting to reduce crime, using modern technologies and qualified manpower, maximum resources utilisation requires technological know-how of the system, enhancing educational capacity, internal income generation structure, commitment to the police service, skill in management utilisation, input of the community participation, efficiency use of resource management, technological know-how, educational background, maximising modern operational materials, attitudinal changes, increase in basic infrastructures, strengthening people's participation in preventing crime was also necessary, police human power.

The majority of participants believed that cost minimisation strategies appropriate for the overall transformation of crime prevention and stability among communities in Tigray Regional State are, organising and participating with forums and emphasis in youth, strengthening the participation of local civil armed militias, increasing police manpower and equipping with modern technology, effective method of police screening and recruitment, strengthen community participation and avoiding budget deficit, strengthen public relations work and good strategies of gathering information, In addition, the following were also mentioned: collaborating with organisations like Interpol, private security, considering international police best practices, using the most effective method of police training and recruitment, enhancing technological interventions, building police professionalism and introducing new police reforms.

The majority of the participants stated that they viewed the following to be effective cost minimising strategies: educating the youth how crime is harmful and consequence relational, mobilising people and the local militia.

5.2.4 Operational cost and crime prevention

The findings from the research question regarding the money that was allocated to cover the operational cost budget in 2009-2013/14 are outlined hereunder:

- From 2011-2014 average of 53,521,116.5 Birr was allocated for an operational cost;
- The average budget for crime prevention from 2011-2014 was almost one half of this at 22,537,005 Birr;
- The average of budget crime investigation of the literature (Police records) from 2011-2014 was 2,574,948.5 Birr; and
- Interestingly, the majority of the participants replied that there was no specific budget item assigned to crime prevention. Moreover, some participants replied that there was no particular budget allocated to crime investigation.

The majority of the participants evaluated the effect of budget increment on the levels of crime stated above, the increment in the budget; however, in some area, there can be a shortage of budget. Other respondents evaluated the effect and relational of police budget increment in suppressing the crime level positively, the budget crime increment results in the reduction of

crime, the community became more responsive to crime prevention, police performance; budget has been increased in the last years, new reforms, creating good governance, job satisfaction, well-equipped police with modern technologies.

Also, other participants evaluated the effect of budget increment on levels of crime stated above as, an increase of awareness for unreported crime to be reported, the participation of the society improves which in turn minimises police expenditure, year to year increase in police budgeting, the infrastructure of the police gets improved. The budget increment also makes the police operation flexible in aspects like the police force, recruiting additional staff, enhance prevention needs awareness to community and police, enhance training and capacity building program, makes the police facility to be improved.

5.2.5 Strategies to enhance the effectiveness of the police budget

The participants provided several ideas to enhance the effectiveness of police budgets. The majority of the participants stated that for better-employed strategy in the state of Tigray to increase the relation of police expenditure and crime levels are community policing, efficient and proper use of police budget expenditure, encourage partnership with stakeholders, the presence of effective and efficient police force, voluntarily motivating the people and information access.

In addition, the following strategies were mentioned: develop methods for evaluating planning performance, effective and efficient police force with professional police science, income generating opportunities, cost sharing and enhancing people contribution, intensive awareness creation on crime consequences, and adequate presence of infrastructure, good system for monitoring and evaluation, effective use of resource management skill.

The majority of the participants stated the major challenges about allocating budget for police service operations particularly in crime prevention are a lack of in-depth knowledge about crime prevention and best practice methods available, priority development focus of the government, shortage of government revenue, and not utilising budget capacity.

The majority of the participants stated the level of attitudinal change to hate crime among the various communities of Tigray Regional State are the wide community voluntary participation, reduction in the level of involvement in the crime, the request of voluntary organising, level of information flow for crime and criminals threat.

The majority of the participants stated that the opportunities that could be exploited to maximise the police budget (or resource) efficiency are optimising community contribution to the police, the existence of strong institution against corruption, training given to district police professionals, undertaking and conducting research on the exploitation of opportunities and resource maximisation. Other significant in number participants stated that generating new police revenues streams increased of gross domestic product (GDP) of Ethiopia, efficiency in resource utilisation and elimination redundancy in cost taking works.

The majority of the participants believed that the possible funding options that exist in enhancing the crime prevention and investigation services of police in Tigray Regional State are non-governmental support, strengthened police-community co-operation, recognition of police achievements, community funds in material support and finance voluntarily for police activities, funds for trainings on capacity building from stakeholders to police, investors fund on police activities, conducting research and projects to enhance funding options.

5.3 GENERAL OBSERVATIONS

The police officer should strengthen himself with effective income generating options, magnifying the recognition of the operational police service achievements, considering strongly the association of communities extending best experiences. Police professionals should be highly disciplined and operate due respect to the rule of law, and also serve the Constitution of the state with loyalty and full commitment. To this end, budget expenditure plays a greater role in reducing the crime level of the state in avoiding the fear of crime and forges a favourable environment for development. In doing so, the best practices of countries and visit to get exposure should be considered to strengthen the institutional efficiency in building the capacity and skill for quality police service. Efficient use of budget expenditure, conducting threat analysis on crime, developing professional competency, bringing attitudinal changes, and awareness of globalisation are indispensable.

Given the above specific findings concerning the research questions, here under the general findings obtained from each of the research questions are given.

As far as budget allocation in Ethiopia to prevent crime is concerned, the majority of the participants replied that budget is allocated based on the national and state security situations which fluctuate more on security needs than economic need, on the other hand, others replied that past experiences and the earmarked budget from the federal government formula influence the regional budget allocation. Others as well stated that regional states have their own budget and the federal allocated budget. The regional states allocate budget through their respective BoFED with the participation of different organs with hearing, compiling after presenting it to the regional cabinet, then the cabinet after looking at the strategic plan of the police service institution and comparing it with the regional strategic priority of the region, it makes an amendment and forwards the budget to regional parliament. The regional parliament decides on the budget and endorses the requested budget in accordance with the demand of the police service institution, regional sectors budget. Finally, through the regional BoFED, the budget will be released to the respective sectors including police service institutions for implementation. Then the regional states set their own criteria, guideline and formula and by using the different police service departments using their own budget titles, allocate the annual budget for themselves and regional/provinces police headquarters. Similarly, districts use the endorsed gross budget from the regional parliament, and then the district cabinet makes a decision on a budget of the sectors request, and then sends it to the district parliament for final endorsement, followed by the release of the budget to the sectors in the district including the police service institution for implementation.

Adapting community policing strategy in the Tigray Regional State is the major employed strategy that has proved to be cost-effective in terms of finance, deployment of force, expenditure on policing, saving time, crime investigation in finding the criminal, traffic accidents, and the creation of a secure environment. This strategy is effective in fighting crime, reducing traffic accidents, in intelligence lead policing, less time in finding and catching and knowing the criminals and for good governance. The effect of the annual contribution of the community in terms of money, ideas, manpower, and participation is effective in the prevention of crime in Tigray Regional State. From the findings obtained, the highest budget expenditure allocated for the force to hit the crime level is crime prevention. In preventing crime that means mobilising people to participate in fighting crime, police capacity building, strengthening of

criminal justice system, professionalism of police services, reducing of traffic accidents using modern technologies, intelligence lead policing in the detection of crime, achieving safe and secure environment for all the people of Tigray Regional State, enhancing information and communication technology, and creating awareness of crime prevention education were found as the main strategies employed in the Tigray regional state. Those strategies were very effective and these result in crime decreasing over a period of time.

From the findings obtained, the more the states allocate higher budget for crime prevention and police works, the relational on factors that affect development related to recorded crime gets suppressed and decreased. As a result, citizens get safer environment, crime victims decrease, as well as it creates a better partnership and makes the police activity to be flexible and proactive to fight crime and criminals and better control of hostile situations. Moreover, as the police expenditure becomes flexible in all matters of preventing crime, then resource utilisation will be maximised as well as build its proactive capacity in consolidating the prevention of crime. Because of the above reasons, as expenditure on police increases, this will result in minimising the cost of reducing crime, criminals, and victims. As a result, the expenditure decreases for detecting criminal. Thus, the strategy should focus and centre on the citizen co-operation and work in partnership with stakeholders such as working together with youth, women's association, elders, children, by creating awareness, intensive capacity building for police force. For instance, upgrading their educational level, technological know-how, constitutional abidance and all these will have an effect on cost minimisation in Tigray Regional State. The relationship of police expenditure on levels of crime, crime imposes a cost on the victims who will decrease. Furthermore, this will strengthen the criminal justice systems of the state.

The findings obtained on budgeting of police service departments shows that it depends on the specific job tasks, duties and responsibilities, other police criteria of the budget take into consideration in budgeting the core tasks of the police for operational costs (such as salary per diem, training and development, construction, supplies and utilities), crime prevention and crime investigation. Similarly, as it has been mentioned previously, here empirically, we obtained that the allocated budget for crime prevention is higher than that for crime investigation. When evaluating the amount of expenditure within the different police operations of Tigray Regional State, my findings show that there is a cost saving impact for society as a whole, individuals, households, and businesses. The increment of police expenditures in Tigray Regional State on levels of crime that involves wider economic distortion was minimised. It

also made the consequences of victimisation (like financial, injury, risk, stolen material) to be decreased. The society becomes safer as a result of the increment of the budget on police service to suppress crime and criminals. All in all, an additional benefit of the effect of the budget for the police service is that it contributes not only to crime levels dropping but also to a reduction of poverty.

Moreover, the major challenges in relation to allocating the budget for police service operation in Tigray Regional State for crime prevention is the shortage of the fundamental and in-depth knowledge of the police activities, decision makers with different attitudes, priority focus dimension of the budget allocators, budget makers only act situationally in a sense when incidents occur they act to allocate the budget. Furthermore, the budget performance evaluation capacity is weak, this results in the people who decide on the budget will decrease the budget if the reasoning does not make sense to them. From the findings, attitudinal changes in the community are increasing, and the communities are becoming aware of their rights, the number of people committing crimes is decreasing, the participation of the community in the community forum strengthened from time to time, and different communities support for it. From the findings, the opportunities of the police to maximise the police budget includes creating good relationships with governmental and nongovernmental organisations, enhance the educational attainment of the police force, participating volunteer people to fund in terms of money, creating income generating sources and utilising police budget proportionally. The opportunities for maximising the use of resource efficiently such as auditing and controlling of police resource, community support, and strong anti-corruption system. Funding options include sponsorship, optimising community funds to the police is helping the community, generating new revenues streams, and conducting research on funding revenue streams.

5.4 RECOMMENDATIONS

This part of the chapter is aimed at indicating the possible interventions corresponding to the findings reported in the study. The following are suggested as gaps to be researched in the future and seemingly bring into the attention of the policymakers to take their crucial measures on the policy directions to avoid inefficiencies resulted from budget scarcities to satisfy people's demand. As it was found from the collected facts and discussions, police operations are constrained by a shortage of budget. Hence, improving the budget supply to the regional police will capacitate the police organisation to deliver quality services to the people.

- It is a common trend and an institutionally accepted tradition that the sole source of the budget for police operations is the state or the government. However, the services and the roles of police operations are very deep and wide that require quite a great deal of resources and hence allocation from the state is not adequate. Consequently, governments and states should devise further sources of funding to fuel police service operations. Self-income generating activities for the different policing departments and processes are indispensable to raise the extent and quality of police service operations. Especially, for states in the fast-growing economies such as in Ethiopia, the demand for police services among booming economic sectors is increasing alarmingly. Therefore, the relevance of own-budgeting has increased significantly.
- Improving the community and police partnership has to be strengthened to improve the community's participation in hunting and detecting criminals. For this government should promote in its mass media to encourage people's participation in preventing crime and investigating criminals.
- Establishing a police and security community in every village will help prevent crimes and facilitate crime investigation. Thus, the budget allocation should provide due consideration to such establishments.
- The regional police are not equipped with modern technology to prevent crimes or investigate criminals. Improving police budget to equip it with modern technology has to be among the measures taken to improve crime conditions in the region.
- Budget makers lack the expertise that fully understands the detail police operations and equipment required for police operation. This results in underestimating the budget for the police operations. The budget makers should make a desk audit or undertake training to understand the police operations better and allocate adequate budget for the police officer.
- Police officers should be aware of the procedures for formulating and preparing a budget. In addition, they have to be aware of the budget items while the budget is allocated to integrate the budget with crime prevention and crime investigation operations of the police.
- The police officers should constantly and frequently educate the community on crime and criminals and make them cooperative to the police activity.
- The budget has to be increased so that to increase special forces in number and the forces must improve the quality of their services. The police commission must help them to

improve their capacity by allocating sufficient budget, and capacity building programmes must be scheduled periodically.

- The governments and the people must recognise the police officers who have a special talent to prevent and investigate crimes.
- The budget has to be increased to improve police salary, and benefits and other operational costs must be improved.
- Challenges the police face, which affects police operations to prevent crime and investigate crime have to be identified and avoided.

5.4.1 Recommendations for future research

Though the dissertation has dealt with answering important and scientifically relevant questions regarding the relation of police expenditure on crime levels with specific reference to the Tigray Regional State of Ethiopia, there are further areas for future study. More specifically, the following issues are worth studying:

1. What are the relative importance of the different police operations and services in determining the levels of crime vis-à-vis the budget allocated to them?
2. How can police operations be designed as self-funding activities? That is how can police services and operations generate own funding without harming the acceptable social order and without compromising justice and democracy.
3. What are the determinants of crime levels (i.e., determinants other than police expenditure)?
4. What is the relationship between police expenditure and crime levels in the rest of the states in Ethiopia (such as Addis Ababa, Afar, Amhara, Benishangul-Gumuz, Gambella, Oromia, etc.) and how much are the similarities and differences of police budgeting and crime levels across the different regional states of Ethiopia?

5.5 CONCLUSIONS

This part of the dissertation presents the conclusions drawn from the literature reviewed, analyses and discussion sections of the preceding chapters. Conclusions based on the specific objectives identified are drawn from the qualitative data gathered and analysed using various

tools. The thesis focuses on the relation of police expenditure in relation to the budget allocated for the police operations in dealing with crime levels in Tigray Regional State, Ethiopia. International experiences on budget allocation for police service from countries such as USA, UK, and Kenya have been reviewed, and discussions of results have been made in relation to the experiences of the stated countries. The budget allocation formula and procedures on how to budget to the police service operation are allocated in Ethiopia in general and in Tigray regional state, in particular, are also presented and analysed. The presence and the knowledge of police staff and administrators of the selected zones and districts on the guidelines are also assessed. In addition, the presence of budget guideline for police expenditure and what process is employed to allocate police budget especially for prevention and investigation of crime is assessed. Moreover, the research identifies who are the participants in budget allocation and what criteria they use. The research also identified the budget items which are taken into consideration when the police budget is drafted and the formula. Challenges, which occur in the budget allocation, are also listed down. Participants were also mentioned how their district and zone budget is compared to the expenditure of their police services.

As far as the Ethiopian budget allocation is concerned, first the general guideline is developed by the Ministry of Finance and Economic Development where all regions and sectors should adhere and strictly follow to the guidelines of MOFED while planning and preparing a budget. It is a common sense that budget allocation is largely made on functions and activities expected to be performed by the bodies and their constitute sectors. However, the economic status of the respective nations has an important role in the supply of the budget allocation to the police activities. The budget allocation for Tigray police depends on the activities planned to be performed, the technology required and the planned manpower required to perform the planned activities. However, all required budget is not approved due to limitations in the state budget allocated by the central government.

In this study, one can infer that many of the workers in police do not know the presence of national guideline in planning and preparing a budget; moreover, they believe that national security situation determines the budget allocation but not the standards/priority set in the country. Similarly, the budget allocation and expenditure is determined by the regional priorities, which may prevail over the planned police activities.



Budget allocation in Ethiopia is based on a predefined formula that considers various criteria in the process of budget allocation. However, the knowledge of police officers, the administrators of the zones and districts as well as the heads of security administration, in its presence and functionality is variable. Once again, it can be concluded that the majority knows its presence. However, some participants doubt its implementation.

The study has indicated that a considerable number of the police staff lack awareness on the procedures in formulating a budget and they also fail to know the national and regional budget formula used at federal and regional state levels, respectively. Even if they know the presence, some believe that it remains non-functional.

In relation to the crime prevention, the regional police office clears strategies though sharing those strategies seems incomplete as a few participants replied that those strategies are not implemented and effective. From the study, it is also possible to conclude that many of the police staff believe that in the process of budget allocation for police activities, priority should be given to crime prevention and in the budget allocation priority should be given to crime prevention rather than for crime investigation.

In relation to the expenditure on crime, a significant amount of budget is being allocated, and the trend has been shown to increase from year to year. It helped to capacitate police and perform its activities in the prevention and investigation of criminal activities. As a result of the increased budget allocated for the police activities for crime prevention and investigation, the trend of crime has been shown to reduce from year to year.

The community has also contributed a lot in doing the police activities, by granting materials and contributing money directly thereby playing a considerable role in minimising crimes in the region and accelerating the investigation process. Though participants believed that the crime is reduced, figures recorded indicated a significant increase in the crime. However, the net crime per capita is decreasing.

The study has indicated the lack of capacity in police in terms of skill, technology and workable structure within the offices which leads one to conclude that the police need to prioritise on technology, training and restructuring the police office. Moreover, the research found out the strategies that are planned in police budget and how they are effective. The study also showed

which portion of the police service requires a higher budget and which requires lower. The contribution of the police community is also assessed. It also assessed the annual contribution of community police and people participation in terms of money.

The research also comes up with the relation of the expenditure regarding the crime events occurred in districts of Tigray regional state. It also mentioned the capacity building which is given to police officers to build their capacity to prevent crime. They identified better strategies that could be used to minimise police expenditure and to settle peace and security among the society. The participants also identified a number of challenges as they impact on polling in the Tigray Regional State.

Regarding the knowledge of operational budget and expenditure, in this study, it is possible to conclude that many of the police staff do not know or believe that there is a budget for crime prevention and crime investigation. However, all the police operations are financed by the federal government budgeting, and its main operations are obviously crime prevention and investigation. From this, it may be concluded that many of the police staff fail to understand the association between the police budget and police operations.

Finally, the research addressed the better strategies to the effectiveness of the police budget. It assessed the best strategies employed in Tigray region and what challenges are happening when the strategy is used. The attitude of community in hating crime is also assessed and what mechanisms are used to maximise police budget resources. Methods that can be used to enhance the opportunities for crime prevention and investigation are also drawn. Lastly, participants commented on the effectiveness of the police budget to minimise crime.

The study identified a number of gaps in terms of policing and budgeting, but it also identified and highlighted the work being done at the operational level, in partnership with communities. This should be seen as a commendable strategy to address crime, in spite of budgetary constraints.

When it comes to money and so many other things in life, understanding your weaknesses and strengths can help you with your future plans (Brown-McBean, 2018).

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**A RESEARCH PROJECT FOR THE DEGREE DOCTORATE OF
LITERATURE AND PHILOSOPHY (DLitt et Phil) IN THE
SUBJECT CRIME STUDIES AT THE UNIVERSITY OF
SOUTH AFRICA
INTERVIEW SCHEDULE FORM:
THE RELATIONAL OF POLICE EXPENDITURE ON CRIME
LEVELS IN TIGRAY REGIONAL STATE**

SUMMARY OF THE PROJECT

This interview schedule is designed to collect data from two groups of participants (zonal and district level) for the study titled ‘**A Relational Study of Police Expenditure and Crime: A Case Study in Tigray Regional State**’. While zonal participants (grouped as ‘sample A’) were approached through face to face interview, district level participants (grouped as ‘sample B’) were approached through field workers. The objective of the study is to investigate the relational of the police budget (or expenditures made on police) upon levels of crime in Tigray Regional State. The study will contribute to the cost and benefit analysis upon government outlay and contribution from the police. Furthermore, the study is duly acknowledged by the Ethiopian Federal Police Commission as it is noble and helpful to serve as a point of departure to other future young researchers. Therefore, the data to be provided by a respondent is crucially important to meet the stated research objective. The study is being undertaken by Mr Zeamanuel Legesse for his partial fulfilment of the requirements for the award of the Degree of Philosophy of Doctorate (PhD) in Crime Studies at the University of South Africa (UNISA). The interview questionnaire is designed to solicit first-hand information from selected police officers and relevant administration heads from the randomly selected zones and districts of Tigray Regional State. Therefore, there is a full guarantee considering confidentiality of data or idea provided by any respondent. Every respondent is considered anonymous. I strongly appreciate your cooperation in providing genuine and relevant information.

METHODOLOGY TO OBTAIN INFORMATION

This interview schedule is one of the data collection techniques used by the researcher to get answers which are helpful to address the research questions. These questions were prepared in advance and relate to the research questions.

During the interviews, the researcher will:

- Write down your responses on a paper.

- Afterwards, your interview will be transcribed verbatim, and the transcription analysed to interpret the results, and
- Triangulate your responses with other primary and secondary data which are useful to address research objectives.

AIM OF THIS RESEARCH

The aim of the study is to determine the relational of police expenditure on crime levels in Tigray Regional State. By doing so, the relational of police budgeting/expenditure upon the levels of crime rate and hence the effectiveness of strengthening police force in terms of resources will be extrapolated, and lessons will be drawn on the same.

RESEARCH QUESTIONS

The research questions this study going to address are the following:

- How are police budgets allocated for crime prevention in the Tigray Regional State, Ethiopia?
- How police budgets are allocated for crime prevention in a selection of international countries?
- What crime prevention strategies are employed in the state of Tigray?
- What can be done to make police budgeting more effective in reducing crime?
- To what extent is there a relationship between police expenditure and crime prevention in the State of Tigray?

CONFIDENTIALITY AND ANONYMITY

Your identity will be kept strictly confidential. The information you provide will be used to answer the research questions. Only the results will be made available to the University of South Africa (UNISA). Your identity will in no way be detectable from the research results.

UNDERTAKING BY PARTICIPANT

I voluntary agree to participate in this interview. I understand that my identity will be kept strictly confidential.

<u>RESPONDENT RESEARCH CODE</u>
--

SECTION A: HISTORICAL INFORMATION

1. What is your job title?

2. What do your duties entail?

3. To which policing units are you attached?

4. How long have you been attached to the mentioned in question 3 above?

5. How many years of policing experience do you have?

6. Preliminary information

Zone		
District		Rural_____
		Town_____
Position		
Date of response		
Place of response		

SECTION B: BUDGET ALLOCATION PROCEDURE

B.1 What is your knowledge and experience of Budget allocation to Prevent Crime in the three selected world countries (UK, USA and Kenya) and Ethiopia?

B.2 Explain how the budget is allocated in Ethiopia for crime prevention?

B.3 According to your knowledge, describe how the budget is allocated in the Regional States of Ethiopia to prevent crime?

B.4 According to your knowledge explain the Budget allocation Guideline prepared by BoFED for the Crime Prevention in Police Services in Tigray Regional State?

B.5 What the Processes involved in Allocating Budget to Various Police Service Operations in Tigray Regional State?

B.6 Name the Criteria employed in Allocating the Police Budget for other activities (resource)?

- B.7 Name the Budget Titles Considered for the Allocation of Police Budget to crime prevention?
- B.8 According to your knowledge name the Budget Formula Applied to Allocate Budget in Ethiopia?
- B.9 Explain the process of budget allocation to different police service operations?
- B.10 List the challenges faced in the process of allocating the budget within the different police service operations of Tigray Regional State?
- B.11. According to your knowledge, estimate and explain the annual amount of budget allotted for police service of their district from 2011 to 2014?
- B.12. What is the Annual Amount of Budget Allocated for Police Service in TRG Districts in 2011-2014?

SECTION C: CRIME PREVENTION STRATEGIES IN TIGRAY

- C.1 According to your knowledge what are the Strategies Employed in the State of Tigray to Prevent Crime?
- C.2 Name the Most Effective Strategies for Preventing Crime
- C.3 Which part of the Police Service Operation Requires Higher Budget?
- C.4 What is the Annual Contribution by the Community to Preventing Crime?
- C.5. How much is this contribution is in terms of money (i.e., ETB)?

SECTION D: RELATIONSHIP BETWEEN EXPENDITURE AND CRIME LEVELS IN TIGRAY STATE

- D.1 What is the Relationship between Police Expenditure and Crime Levels in the State of Tigray?
- D.2 Describe the Annual Amount of Budget Used (i.e. expenditure made) versus The Levels of Crime Recorded from 2011-2014
- D.3 How much is the budget allocation in Tigray Regional State for the overall crime prevention and capacity building programs in Gross 2011-2014?
- D.4 What is the distribution of crime recorded in Five Years Period, i.e. 2011-2014?
- D.5 According to your view what should be done to significantly improve the police service operations of Tigray Regional State and maximise resource utilisation in crime prevention and capacity programs?
- D.6 Which cost minimisation strategies do you think are appropriate for the overall transformation of crime prevention and stability among communities in Tigray state?

SECTION E: OPERATIONAL COST AND CRIME PREVENTION

E.1 How much money was allocated to cover the operational cost budget in 2009-2013/14

E.2 How much money was allocated to the crime prevention budget in 2009-2013/14?

E.3 According to your knowledge, evaluate the effect of police budget increment upon the levels of crime

E.4 Which strategies could be employed in the state of Tigray to increase the role of police expenditure on crime levels?

E.5 What are the major challenges in relation to allocating budget for police service operations particularly crime prevention?

E.6 How much is the level of attitudinal change to hate crime among the various communities of Tigray State?

E.7 Which opportunities could be exploited to maximise the police budget (or resource) efficiency?

E.8 What possible funding options do exist in enhancing the crime prevention and investigation services of police in Tigray State?

SECTION F: SUGGESTIONS TO MAKE POLICE BUDGETING MORE EFFECTIVE IN REDUCING CRIME

F.1 WHAT DO YOU SUGGEST COULD BE DONE TO MAKE POLICE BUDGETING MORE EFFECTIVE IN REDUCING CRIME?

Thank you very much!

Zeamanuel Legesse (PhD candidate), University of South Africa (UNISA)

ANNEXURE B: INFORMED CONSENT FORM

INFORMED CONSENT FORM

A RELATIONAL STUDY OF POLICE EXPENDITURE AND CRIME: A CASE STUDY IN TIGRAY REGIONAL STATE

I would like to invite you to participate in a research study examining the relationship between police expenditure and crime levels in Tigray Regional State, which will add to the knowledge related to the study, will contribute on the cost and benefit analysis upon government outlay and contribution from the police. Furthermore, the study is duly acknowledged by the Ethiopian Federal Police Commission as it is noble and helpful to serve as a point of departure to other future young researchers. My name is Mr Zeamanuel Legesse Habtemariam, and the data collected in this interview will help the requirements for the award of the Degree of Philosophy of Doctorate (PhD) in Crime Studies at the University of South Africa (UNISA). The interview questionnaire is designed to solicit first-hand information from selected police officers and relevant administration heads from the purposively selected zones of Tigray State. I am under the supervision of my advisor Dr Bernadine Benson.

Participation Requires of You: As a participant in the study, I came to understand that you have enough information with regard to my research aims and objectives. You will be provided with the orientation on the purpose.

Your Privacy: Your participation in this study and your responses will be kept confidential. Any reference to you will be by a pseudonym, including any direct quotes from your responses. This document and any notes or recordings that might personally identify you as a participant in this study will be kept in a locked place that only the researcher will have access to it.

Risks to you: There are no risks to your participation in either Physical, psychological, social, economic, and legal. There is a full guarantee considering confidentiality of data or idea provided by any participant. Every participant is considered anonymously.

Benefits to You: There are not foreseen direct benefits to you regarding participation in this study beyond the general knowledge that you are assisting in furthering the knowledge related to this research topic, and assisting the researcher in completing the PhD degree requirements. There is no compensation associated with participation in this study. I strongly appreciate your cooperation in providing genuine and relevant information. **Thanks A lot!**

ANNEXURE C: ETHICAL CLEARANCE SUPPORT LETTER

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በፌዴራል ጉዳዮች ሚኒስቴር
የኢትዮጵያ ፌዴራል ፖሊስ ኮሚሽን



THE FEDERAL DEMOCRATIC REPUBLIC OF
ETHIOPIA
IN THE MINISTRY OF FEDERAL AFFAIRS
THE ETHIOPIAN FEDERAL POLICE
COMMISSION

*ጥር 2049/101/07
Ref.No. 12/1/07
ቀን
Date

To College of law UNISA

Addis Ababa

The Ethiopian Federal Police commission presents its complements and has honor to inform you Mr. Zeamanuel Legesse Habtemariam identity number 47189797 is student at your college as candidate for PHD in policing sponsored by Ethiopian Federal police commission on capacity building Project. The Ethiopian Federal police commission was informed on the title of his research as "The Impact of Police Expenditure on crime prevention in Tigray Regional state".

We hope that the research will contribute on the cost and benefit analysis government outlay and return from the Police.

Due its nobility and utilize other future young researcher as point of departure, we have authorize him to collect all primary and secondary data from all possible source to support his research or arguments.

Thus we kindly request you to give him ethical clearance so that to he could accomplish his study within due date.

Please accept the assurance of our highest consideration

With Regards


ASSEFA ABIY
COMMISSIONER GENERAL

CC. Mr. Zeamanuel Legesse Habtemariam

Commissioner of Tigray Police regional state Police commission

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Addis Ababa: Ethiopia

ANNEXURE D: CERTIFICATE FROM LANGUAGE EDITOR



Lötz Publishing
WE BELIEVE IN THE MAGIC OF BOOKS

19 July 2018

To whom it may concern,

This is to certify that I have re-edited Zeemanual Legesse's thesis titled

**A RELATIONAL STUDY OF POLICE EXPENDITURE AND CRIME:
A CASE STUDY IN TIGRAY STATE**

checking the spelling, grammar, punctuation, sentence structure and for repetition. I have not formatted the thesis. The Table of Contents and Lists of Tables and Figures need to be updated by Commissioner Legesse's supervisor.

Yours sincerely,

Bridget Löt

